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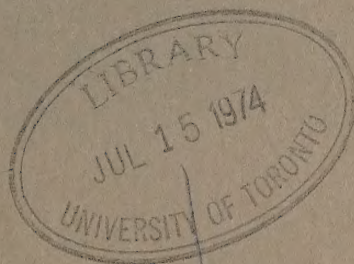


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Canada. Dept. of Labour
Presentation of the
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Labour to the Senate
*Special Committee on
Aging*


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1964

**PRESENTATION
OF THE
CANADIAN DEPARTMENT OF LABOUR
TO THE
SENATE SPECIAL COMMITTEE ON AGING**

**DEPARTMENT OF LABOUR, OTTAWA, CANADA
JULY 2, 1964**



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Presented

The following presentation by the Canadian Department of Labour has been prepared to put sections - Part I and Part II - before the Senate.

PRESENTATION

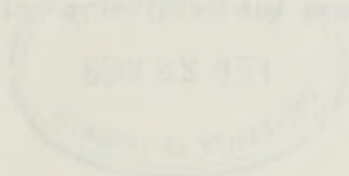
OF THE

CANADIAN DEPARTMENT OF LABOUR

TO THE

SENATE SPECIAL COMMITTEE ON AGING

Part I attempts to show the scope of the problem of the aged and economic aspects of the older worker problem. It deals with the relationship to the problem of aging population and efforts made by the Department of Labour in cooperation with the National Employment Service to create a more favourable employment climate for older workers. The paper also outlines the importance of the application of occupational rehabilitation principles and methods for older disabled workers.

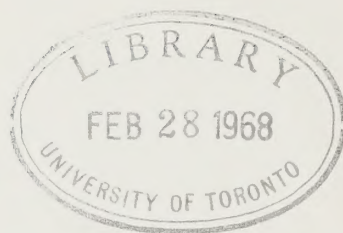


W. H. Dymally,
Assistant Deputy Minister
of Labour.

DEPARTMENT OF LABOUR, OTTAWA, CANADA

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Foreword

The following presentation by the Canadian Department of Labour has been prepared in two sections - Part I and Part II. Each part complements the other.

Part I contains a statistical and research analysis of the problems arising from age, which affect individuals in the labour market. This paper indicates that certain factors operate in the employment market which make it increasingly difficult for people to participate in work and income as they grow older. The possible magnitude of this problem in the foreseeable future is examined and certain lines of action for dealing with it are suggested.

Part II attempts to describe some of the complexities of the social and economic aspects of the older worker problem; its basic causes, its relationship to the problems of aging generally; and efforts made by the Department of Labour in co-operation with the National Employment Service to create a more favourable employment market for older workers. The paper also outlines the possibilities inherent in the application of vocational rehabilitation principles and practices to older disabled workers.

W.R. Dymond,
Assistant Deputy Minister
of Labour.

PART I

WORKERS IN THE EMPLOYMENT MARKETS

**Dr. G. Schonning,
Assistant Director,
Economics and Research Branch.**

PART II

SOCIAL AND ECONOMIC PROBLEMS OF THE OLDER WORKER - ACTIVITIES OF THE DEPARTMENT OF LABOUR IN COUNTERACTING THEIR EFFECTS

**Ian Campbell,
National Co-ordinator, Civilian Rehabilitation,
and
Chairman,
Interdepartmental Committee on Older Workers.**

PART I

WORKERS IN THE EMPLOYMENT MARKETS

Considerable interest and concern has been shown for many years in Canada and other countries about the inadequate income position of so many people beyond 65 years of age. This has led to a corresponding growth of interest and concern during recent years in seeking more information and understanding about the factors which seem to affect the competitiveness of a great many individuals in the labour market--especially the extent to which these factors are associated with the age of the individual. In other words, it may well be that not only are there employment and income problems among a great many people long before they reach the age of 65, but this situation may in fact be a major contributing factor to the poor income position of so many after the age of 65.

Much has already been heard and, no doubt, a great deal more will be heard about the welfare and income position of those who do no work or who earn too little from work or other sources to sustain themselves at a decent standard of living.

The purpose of this report will be to examine and to interpret some of the important aspects of the labour markets, as these are revealed from employment and manpower statistics. On the assumption that at least a vast majority of male workers need to and want to be employed, it is proposed to illustrate from the available data that certain factors operate in the employment markets which make it increasingly difficult, in general, for people to participate in work and income as they grow older. Having demonstrated that employment problems may increase with age, certain tentative reasons why this may be so will be presented. Following this, it is intended to indicate the possible magnitude of this problem in the foreseeable future and, most important, suggest certain lines of action for dealing with the problem.

It would, of course, be pointless to pretend that everything is known about all the factors that affect the employment position of workers as they grow older or to imply that the Federal Department of Labour has discovered any magic formula for overcoming whatever "aging worker" problems do exist. It is helpful, however, to look at the facts from the standpoint of the working world in order both to assess the magnitude of the problem and to examine at least some of the factors with which it seems to be associated so as to place the problem in the total context of the working world and to look for solutions.

Participation Rates and Age

At the outset, it was affirmed that the vast majority in the employment markets need and have to work. Judging by the degree to which people participate in work over a fairly long period of time, it is reasonable to arrive at the conclusion that some people need and have to work more urgently than others. For example, the urgency of work appears

TABLE 1

The Participation Rates of the Canadian Labour Force[★] by Age and Sex
Annual Averages, in Percentages

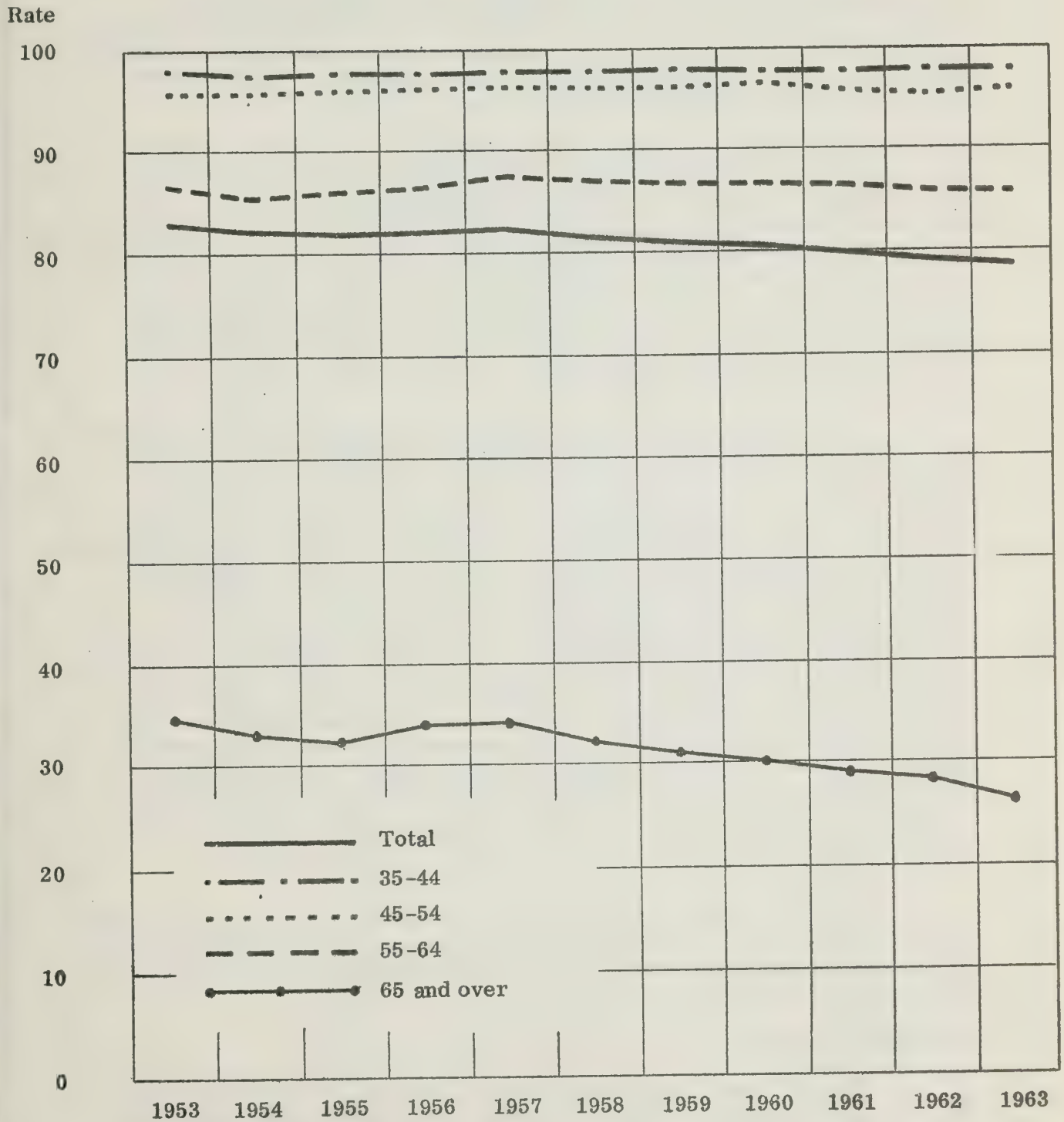
| | <u>1950</u> | <u>1954</u> | <u>1956</u> | <u>1960</u> | <u>1961</u> | <u>1962</u> | <u>1963</u> |
|---------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| <u>Male</u> | | | | | | | |
| 14-19 | 55.9 | 50.2 | 48.1 | 43.0 | 40.5 | 39.6 | 39.0 |
| 20-24 | 93.0 | 92.0 | 91.7 | 91.2 | 90.7 | 89.0 | 88.9 |
| 25-34 | 96.9 | 97.3 | 97.6 | 97.9 | 97.6 | 97.6 | 97.6 |
| 35-44 | 98.1 | 97.3 | 97.6 | 97.7 | 97.7 | 97.8 | 97.8 |
| 45-54 | 96.0 | 95.6 | 96.0 | 96.4 | 95.8 | 95.6 | 96.0 |
| 55-64 | 86.8 | 85.4 | 86.4 | 86.8 | 86.6 | 86.1 | 86.0 |
| 65+ | 40.4 | 33.2 | 34.1 | 30.2 | 29.1 | 28.4 | 26.3 |
| All Ages | 84.0 | 82.2 | 82.2 | 80.8 | 80.8 | 79.3 | 78.8 |
| <u>Female</u> | | | | | | | |
| 14-19 | 33.0 | 33.6 | 33.9 | 32.6 | 32.4 | 31.0 | 29.9 |
| 20-24 | 46.4 | 46.6 | 47.1 | 48.1 | 48.8 | 49.7 | 50.0 |
| 25-34 | 24.0 | 24.4 | 25.1 | 27.3 | 28.1 | 28.3 | 29.2 |
| 35-44 | 20.5 | 22.1 | 23.8 | 29.4 | 30.1 | 31.0 | 31.7 |
| 45-54 | 18.9 | 21.1 | 24.4 | 30.4 | 32.2 | 33.3 | 34.7 |
| 55-64 | 13.2 | 14.0 | 15.9 | 21.2 | 23.2 | 23.8 | 24.7 |
| 65+ | 4.2 | 3.7 | 4.5 | 5.5 | 5.8 | 5.5 | 5.8 |
| All Ages | 23.2 | 23.7 | 24.9 | 28.0 | 28.8 | 29.1 | 29.6 |

★ Labour Force - The civilian labour force is composed of that portion of the civilian non-institutional population 14 years of age and over who, during the reference week, were employed or unemployed. The participation rates are calculated on that basis. Thus, the population figures used exclude inmates of institutions, members of the armed services, Indians living on reserves and residents of the Yukon and Northwest Territories.

CHART 1

PARTICIPATION RATES* OF OLDER MALE WORKERS

ANNUAL AVERAGES



* Those in the labour force as a percentage of the civilian, non-institutional population in the same age-sex category.

greater for men than for women and greater in certain age groups than others. While many females would qualify under the "urgent-need-to-work" assumption, this report is designed primarily to deal with the problem of aging in employment as it affects the working man.

Table 1 and Chart 1 show the extent to which various age groups of men have participated in the so-called labour markets, either as employed or as unemployed workers. The extent to which the population in a particular age group works or is counted as being unemployed is called a participation rate. For example, the participation rate of all men in 1963 amounted to 78.8 per cent.

It will be noted that the participation rate of the young men 14-19 was only 39 per cent in 1963. The reason for this is, of course, that a majority of them are still preparing themselves for work. To a much smaller degree, this is also true of the age group 20-24. By the time that a person is 25, it must be assumed that he is well prepared for work. It will also be noted that participation rates of the next three age groups are very high with the third group, men 45-54, just slightly lower than the other two. This is followed by a ten percentage point drop for those 55-64 years of age and a very sharp decline to 26.3 per cent for men 65 years of age and over.

Both Chart 1 and Table 1, showing participation rates, indicate that, apart from young men and men 65 years of age and over, the rates are remarkably stable. The reasons for the declining participation of young men in the employment markets are pretty clear. The advancing complexity of the economy seems to demand increased preparation on the part of the new workers, and the young people are rising to this challenge. Secondly, and of fundamental importance, the adult working members and society in general, are able to give the young people more extended preparation for the kind of working world that is evolving. It is much more difficult to attribute precise reasons why men between 45-54 should participate somewhat less than men between 35-44 and why men 55-64 should be almost 12 percentage points below the 35-44 age group. Similarly, it is difficult to find precise reasons why just over one quarter of the population of 65 years and over should be participating in 1963 and why the rate should have fallen from about 40 per cent in 1950. Answers to these questions are, of course, the prime purpose of the analysis, in so far as they can be found in the world of work. And, in the following examination of the available facts it is proposed to indicate what some of the answers are.

It will be evident that there is an inverse relationship between age and participation rates after a certain age. That is, looking at it by age groups, men participate less as they grow older. Also, the group of 65 years of age and over participate less and less over time.

Unemployment and Age

The incidence of unemployment at any one time and over time among the various age groups of men should now be examined. The unemployment rates shown in Table 2 and Chart 2 reflect the influence of a number of factors operating in the labour markets. The more important factors reveal

TABLE 2

Male Labour Force* Unemployment Rates, by Age,
Annual Averages, Canada, 1950-1963, in Percentages

| | <u>1950</u> | <u>1951</u> | <u>1952</u> | <u>1953</u> | <u>1954</u> | <u>1955</u> | <u>1956</u> | <u>1957</u> | <u>1958</u> | <u>1959</u> | <u>1960</u> | <u>1961</u> | <u>1962</u> | <u>1963</u> |
|----------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| 14-19 | 7.4 | 5.8 | 6.3 | 7.2 | 10.0 | 10.1 | 8.1 | 11.2 | 16.7 | 14.3 | 16.3 | 16.6 | 14.5 | 14.0 |
| 20-24 | 6.0 | 3.6 | 4.7 | 4.9 | 7.6 | 7.2 | 5.7 | 8.1 | 12.5 | 10.4 | 12.2 | 11.8 | 9.9 | 9.6 |
| 25-34 | 3.4 | 2.1 | 2.7 | 3.2 | 4.9 | 4.4 | 3.4 | 5.0 | 7.8 | 6.6 | 7.7 | 8.1 | 6.2 | 5.7 |
| 35-44 | 3.0 | 1.8 | 2.4 | 2.5 | 3.8 | 3.7 | 2.9 | 3.9 | 6.1 | 5.1 | 6.2 | 6.6 | 5.3 | 4.7 |
| 45-54 | 3.1 | 2.0 | 2.5 | 2.8 | 4.3 | 4.2 | 3.2 | 4.2 | 6.7 | 5.7 | 6.7 | 6.8 | 5.6 | 4.9 |
| 55-64 | 3.4 | 2.5 | 2.9 | 2.9 | 4.4 | 4.3 | 3.4 | 4.3 | 6.8 | 5.9 | 7.2 | 8.0 | 6.7 | 6.1 |
| 65+ | 3.8 | 2.5 | 2.0 | 3.1 | 3.7 | 4.2 | 3.4 | 4.3 | 5.1 | 5.2 | 4.8 | 6.0 | 5.6 | 4.8 |
| All Ages | 3.9 | 2.5 | 3.1 | 3.4 | 5.1 | 4.9 | 3.9 | 5.3 | 8.2 | 7.0 | 8.2 | 8.4 | 6.9 | 6.4 |

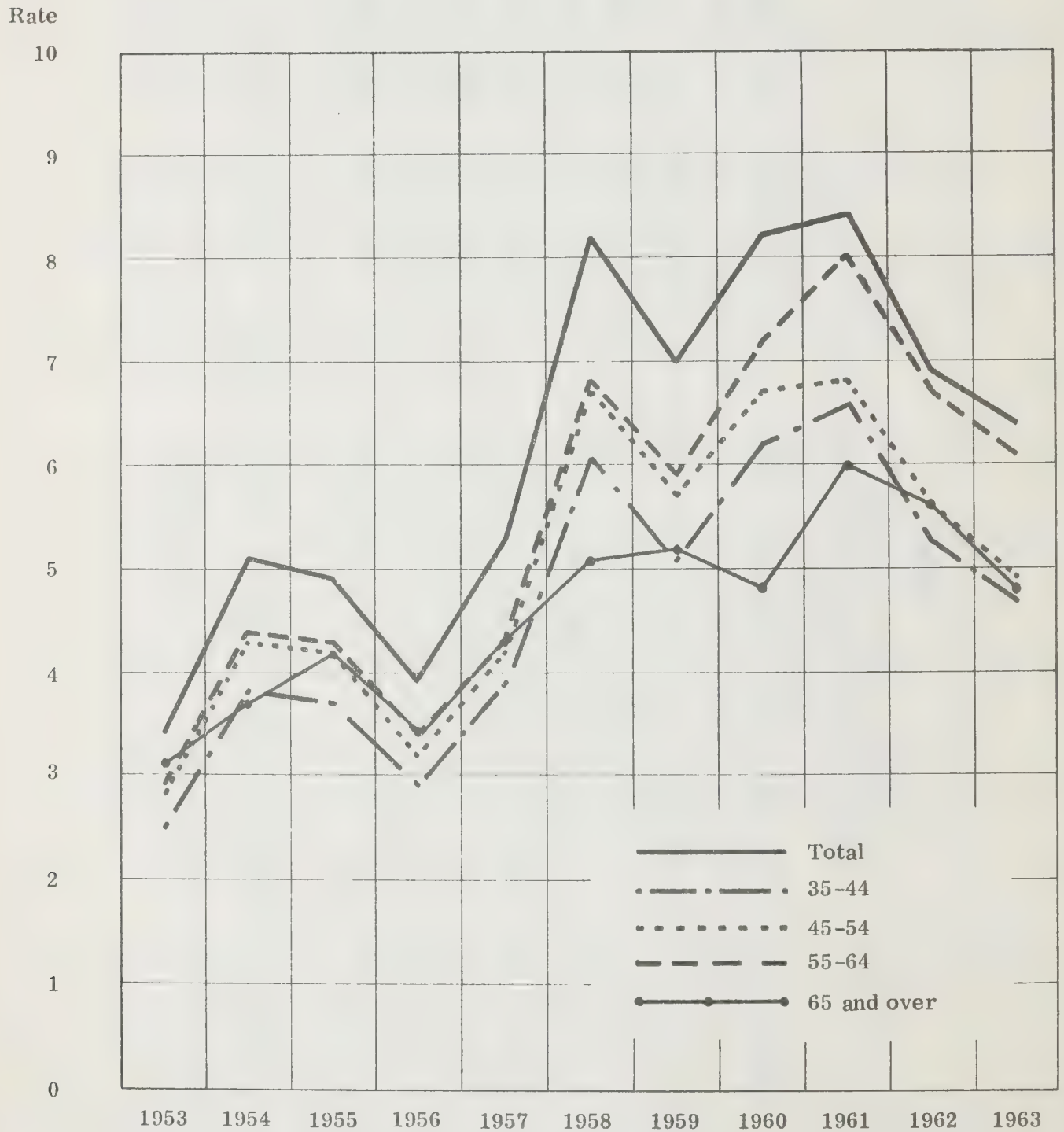
* Excludes inmates of institutions, members of the armed services, Indians living on reserves and residents of the Yukon and Northwest Territories.

Source: Dominion Bureau of Statistics; "Labour Force Survey".

CHART 2

UNEMPLOYMENT RATES* OF OLDER MALE WORKERS

ANNUAL AVERAGES



* Those unemployed as a percentage of labour force in the same age-sex category.

the extent to which total demand for workers has been able to absorb those available for work. They show that the kind of demand emerging and the kind of services which workers can offer may not be well matched; and they show that some workers may be less competitive in the labour markets than others. Furthermore, they reflect the relative need to work; a need that is shown, for example, in the unemployment rates of men and women. Of course, it cannot be argued that these are the only factors affecting unemployment, but it may be asserted that they are the most crucial. Taking this a step further and--by being objectively brutal--it is believed that, given the aggregate level of demand, the different unemployment rates among these age groups of men reflect to a high degree the relative capabilities of these age groups to meet the constantly changing requirements of a dynamic and expanding economy. More will be said about this.

First of all, take a look at the unemployment rates of men for 1963--a year which must be considered a good year--at least by the standard of recent years. It will be seen that some 6.4 per cent of all men in the labour markets were unemployed. Note also the high rates of the younger age groups. The unemployment rates of the first three age groups reflect three basic characteristics which operate most strongly in the first age group and least of all in the third. One of these characteristics is that of inexperience. Even in time of shortages of workers, unemployment in the 14-19 age group is very high. A second characteristic is that the younger the age group, the higher the proportion of the unskilled. Many of the youngsters do, of course, learn on the job and, in time, gradually become semi-skilled or skilled. A third characteristic is that these conditions occur in the formative or settling-in years for their life's work, a large number tend to "probe" the market or, because of their lack of experience, they tend to be shunted around from job to job which creates sporadic employment and high unemployment.

A further examination of the unemployment rates among the experienced adults will reveal that the lower rate obtains for the 35-44 year-olds; it goes up slightly for the next age group and is considerably higher for the 55-64 year age group. Before commenting on these three groups, it is desirable to draw attention to the fact that the relative unemployment position of all six age groups has held over the whole post-war period. Secondly, it is evident that, when the economy is working at fairly full employment, the unemployment rates for the fifth and sixth age groups are close together, but they pull apart perceptibly when unemployment is high as it has been in the past few years.

This evidence strongly supports the inference that workers in the age group 35-44 are relatively best suited to meet the requirements of the job markets. They possess adequate experience and their qualifications and capabilities make them most competitive. The next age group, those 45-54, seem to be only slightly less competitive. However, a considerably higher percentage of workers--the 55-64 age group--do not seem to meet the qualities possessed by the previous two groups. It is necessary to stress the fact that this applies to the relative competitiveness of the three groups. It has already been shown that, when total unemployment is very low, the rate of the third age group, 55-64, does not deviate so far from the other two, which seems to imply at least that more people from the older group are "usable" when the need is greater, although they may be somewhat less productive than the others.

So far, not much has been said about men 65 and over. These are affected by another dimension, namely, retirement. While the fact that just over one quarter of the 65 and over participated in 1963 no doubt reflects compulsory^{1/} and voluntary retirement, one is forced to deduce from the factors affecting the previous age group that the 65 and over may even be more affected in the sense of gradually becoming less competitive in the job markets. It is also possible that the relatively low unemployment rate for this group could mean that many may have given up trying to find employment and are not, therefore, classified as unemployed, although actually they may need and wish to continue working. In smaller measure, this may also be true of the previous age group; a contention that will be supported by analytical proof in the following section.

TABLE 3

Duration of Unemployment by Age, Men,
October Average, 1961-1963, in Percentages

| <u>Duration</u> | <u>All</u> 100 | <u>14-24</u> 100 | <u>25-44</u> 100 | <u>45 and Over</u> 100 |
|-----------------|-------------------|---------------------|---------------------|---------------------------|
| Under 1 Month | 32.5 | 33.0 | 34.5 | 29.6 |
| 1 - 3 | 31.5 | 36.7 | 31.2 | 26.5 |
| 4 - 6 | 12.1 | 13.3 | 10.4 | 12.7 |
| Over 6 | 19.1 | 14.0 | 17.7 | 26.4 |
| Layoffs | 4.8 | 3.1 | 6.2 | 4.7 |

Table 3 and Chart 3, which show duration of unemployment, indicate, as was mentioned earlier, that the youth group tends to display a high degree of unemployment partly because it is their period of probing the job markets and because they also tend to be shunted around a great deal at this stage. Thus, while their unemployment rate is the highest of any age group, the duration of unemployment is relatively short. As can be seen from the data, duration becomes a more serious problem with age. Unfortunately, there are no data available to demonstrate what actually happens to duration as persons approach the age of 60. However, the available information does imply that the duration is lengthier for those in their 50's than for those in their 40's.

As in the case of the unemployment rates, the lengthening of the period out of work, which seems to be associated with age, supports the assumption that unemployment difficulties mount with age. It also suggests, as the unemployment rate does, that there exists a strong need to work.

^{1/} Whether by virtue of contract or by custom.

CHART 3

DURATION OF UNEMPLOYMENT - MALE - BY AGE GROUP
1961-1963

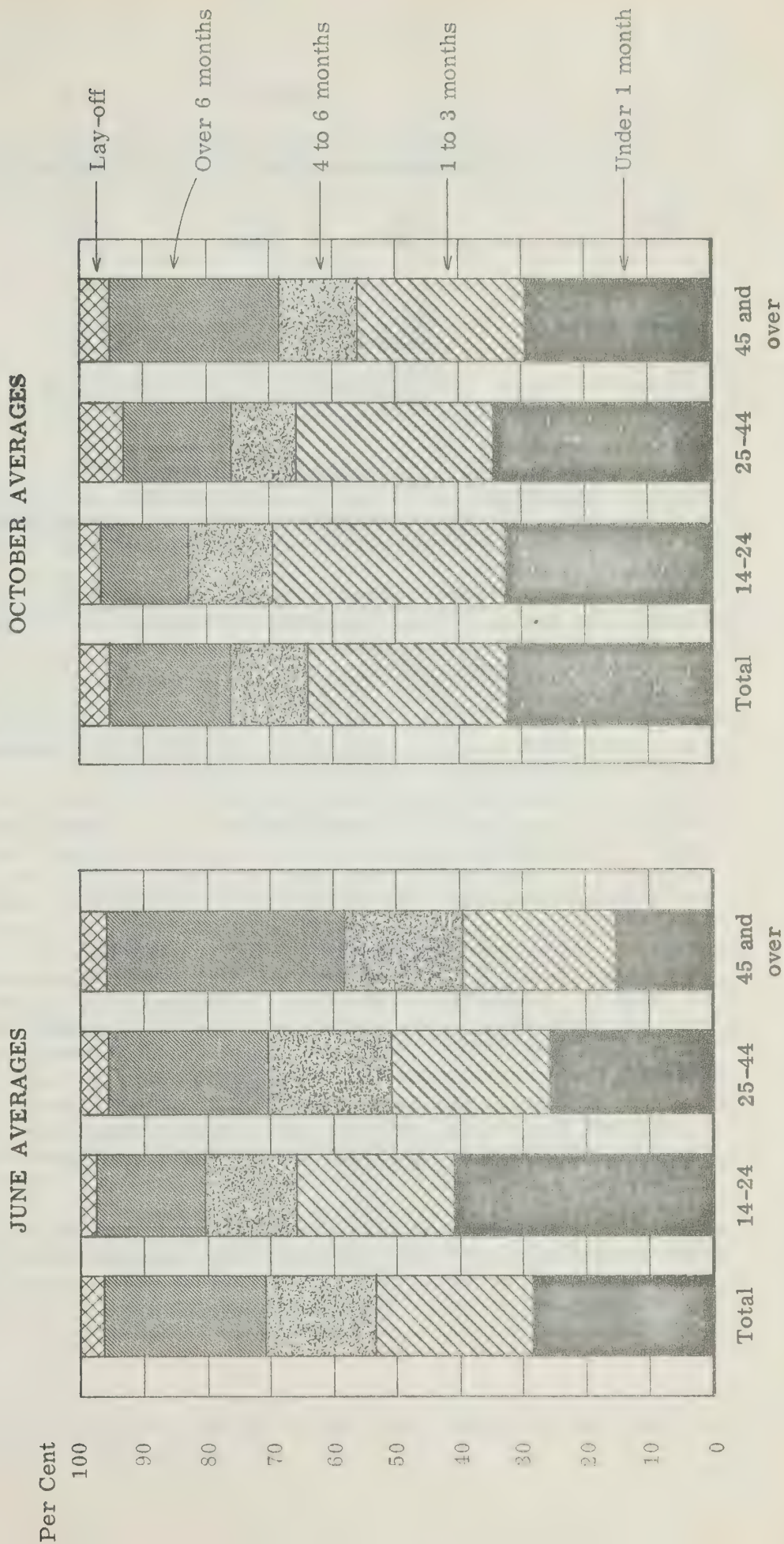


TABLE 4

Duration of Unemployment by Age, Men,
June Average, 1961-1963, in Percentages

| <u>Duration</u> | <u>All</u> 100 | <u>14-24</u> 100 | <u>25-44</u> 100 | <u>45 and Over</u> 100 |
|-----------------|-------------------|---------------------|---------------------|---------------------------|
| Under 1 Month | 28.7 | 40.9 | 25.3 | 15.3 |
| 1 - 3 | 25.0 | 25.0 | 25.6 | 24.5 |
| 4 - 6 | 17.2 | 14.5 | 19.6 | 18.6 |
| Over 6 | 25.4 | 19.3 | 25.2 | 37.4 |
| Layoffs | 3.6 | 2.4 | 4.4 | 4.2 |

In the first table on duration, an examination was made of time out from employment following the summer months when job opportunities are more abundant. In the last example, Table 4, a June observation was taken so as to discover whether or not age is also related to the seasonal problem. It will be seen from the data, that the proportion out of employment for long periods, by those 45 and over, is higher above the over-all average (60 per cent to 40 per cent) following the winter months than it was following the summer months. This would seem to imply that older age groups are also affected seasonally. In any case, a highly significant factor is revealed: older workers in the job markets find it relatively more difficult to get back into employment once they are out. Moreover, the longer they stay out, the less competitive they become. Consequently, there is not much doubt that many from the ranks of those who have experienced lengthy unemployment periods enter first the twilight zone--that is, the margin of the employables and the unemployables; and if no help is subsequently available, they become absorbed into the latter category. To the extent that this is a fact, so, to the same extent, do the unemployment rates and duration rates understate the problem.

It is now appropriate to discuss briefly those occupational groups into which those 45 years of age and over are concentrated. Please refer to Table 5. According to the 1961 Census, working men 45 and over held 34.1 per cent of all male employment. It is of particular interest to note the occupations in which they were most concentrated above the average. Some 47.7 per cent of the managerial group were 45 years and over. However, there is a lesser need to be concerned about this group. Over 46 per cent of all men in personal services were in this age group; 46.9 per cent of those in agriculture; 37.0 per cent of those in fishing and trapping; and 34.8 per cent of those in construction.

One inference to be drawn from this information is that many workers in the 45-and-over age group are concentrated in groups of occupations which offer relatively less secure year-round employment. This may account for the seasonal pattern already observed in the duration of unemployment. Another point to note is that, while this group contributes

TABLE 5

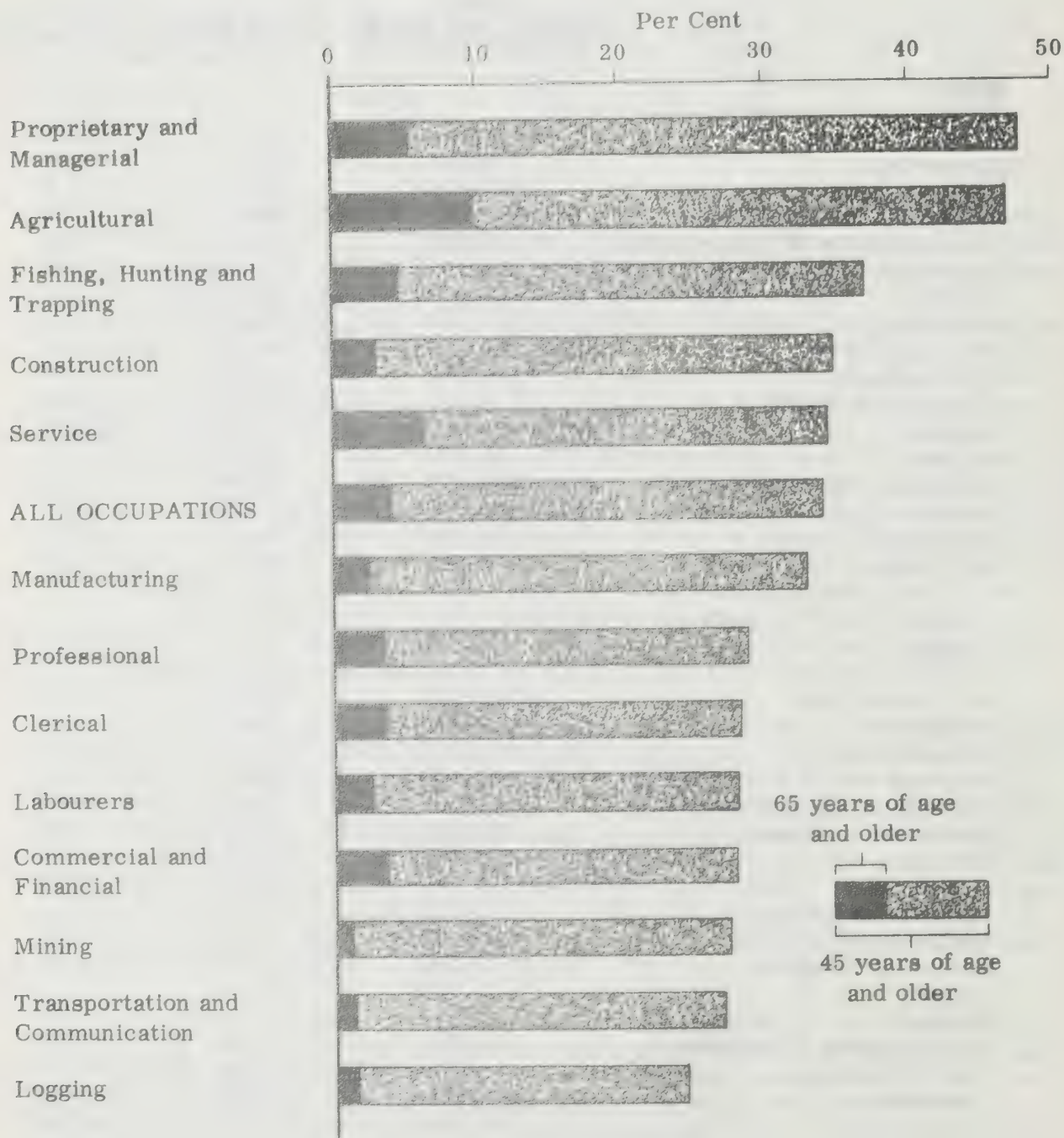
Percentage of Older Workers in Various Occupational Groups^{*}
 Census 1961 According to 1951 Occupational Classification
 (including Armed Forces, Canada, excluding Yukon and Northwest Territories)

| | Total (Aged 15 and Over) | 45 and Over (per cent) | 65 and Over (per cent) |
|--------------------------------|-----------------------------|---------------------------|---------------------------|
| <u>Males</u> | | | |
| All Occupations | 4,694,294 | 34.1 | 4.1 |
| Managerial | 449,191 | 47.7 | 5.3 |
| Professional | 360,478 | 28.9 | 3.4 |
| Clerical | 315,252 | 28.3 | 3.6 |
| Transportation & Communication | 457,532 | 27.1 | 1.3 |
| Commercial & Financial | 311,900 | 28.0 | 3.5 |
| Service | 401,097 | 34.3 | 6.4 |
| Personal | 197,972 | 46.6 | 8.6 |
| Protective Sc. | 203,125 | 22.2 | 4.2 |
| Agriculture | 573,042 | 46.9 | 9.9 |
| Fishing & Trapping | 36,581 | 37.0 | 4.6 |
| Logging | 79,557 | 24.4 | 1.5 |
| Mining | 64,590 | 27.5 | 1.2 |
| Manufacturing & Mechanical | 862,417 | 32.8 | 2.4 |
| Construction | 335,078 | 34.8 | 2.9 |
| Labourers | 322,918 | 28.1 | 2.5 |
| Not Stated | 124,661 | 29.4 | 1.9 |
| <u>Females</u> | | | |
| All Occupations | 1,763,862 | 28.9 | 2.7 |
| Managerial | 51,720 | 54.7 | 6.0 |
| Professional | 273,793 | 29.6 | 3.0 |
| Clerical | 503,660 | 20.1 | 1.1 |
| Transportation & Communication | 39,291 | 23.1 | 1.3 |
| Commercial & Financial | 180,728 | 31.3 | 1.8 |
| Service | 398,703 | 35.5 | 4.9 |
| Personal | 390,447 | 35.9 | 4.9 |
| Protective Sc. | 8,256 | - | - |
| Agriculture | 75,868 | 41.1 | 4.0 |
| Fishing & Trapping | 396 | - | - |
| Logging | 125 | - | - |
| Mining | 21 | - | - |
| Manufacturing & Mechanical | 174,525 | 26.7 | 2.2 |
| Construction | 799 | - | - |
| Labourers | 20,925 | 22.8 | 1.2 |
| Not Stated | 43,308 | 20.2 | 1.9 |

^{*} Percentages of the labour force, 45 years and over, and 65 years and over, classified by occupation and sex.

CHART 4

PERCENTAGE OF MALE WORKERS OF GIVEN AGE AND OLDER
IN VARIOUS OCCUPATIONS 1961....



Source: Census of Canada, 1961.

less to the labouring or unskilled group (28.1 per cent) than the average (34.1 per cent), it is remarkable and indeed serious to discover so many in this category at this period in their working life. There can be little doubt that these 90,000 so-called labourers^{2/} do pose a serious social problem; more so than any other group of comparable size from this age group, since they must compete with the young in the lowest category of work. Older skilled people can at least compete at their own level as well as at lower levels if they need.

The data in Table 6, which show the distribution of older workers by occupational groups, suggest some general principles of competition for work. When competition in the employment markets depends to a large extent on the individual's knowledge and judgment, aging is not a negative factor but can, in certain situations, be a positive one, for example in the managerial group. The situation is even more favourable for people who work for themselves; for example, those in agriculture. It is probably necessary to add that employment security in these markets is considerably greater than in other markets. See also Chart 4.

On the other hand, when competition for jobs depends primarily on physical effort and/or speed, age becomes a negative factor. Also, employment security tends to be much more uncertain in these markets than in those discussed above.

Factors which Affect the Competitiveness of Workers as They Age

Sufficient evidence has now been set out to support the view that there is an employability problem, the incidence of which is greater among experienced workers 45 years of age and over than among experienced younger workers.

Examination of some of the principal reasons which will show why this problem seems to be associated with the aging of the worker.

An hypothesis, posed earlier in this report, provides a key reason for this problem in that, on the average, workers become less competitive as they grow older. A brief review will show why this is so. At this stage it will be assumed that the health factor affects all ages equally.

Over the long haul, there are basically two reasons why workers' employability can be impaired. The one can be found in the characteristics of the employment markets, and the other in the workers themselves. New and shifting demand for goods and services cause new industries to rise and older industries to rise and fall. These developments create new occupations and cause older occupations to expand or decline. Moreover, they can and do cause radically shifting fortunes as between areas and regions of the country.

^{2/} The figure 90,000 represents the lowest minimum number since, in a household survey, labourers may not want to or may not need to call themselves that.

TABLE 6

Percentage Distribution of Older Male and Female Workers 1961
by 1951 Occupational Groups

| | <u>Total</u> | <u>45 and Over</u> | <u>65 and Over</u> |
|--------------------------------|--------------|--------------------|--------------------|
| <u>Males</u> | | | |
| Managerial | 9.6 | 13.4 | 12.5 |
| Professional | 7.7 | 6.5 | 6.4 |
| Clerical | 6.7 | 5.6 | 6.0 |
| Transportation & Communication | 9.7 | 7.7 | 3.1 |
| Commercial & Financial | 6.6 | 5.4 | 5.6 |
| Service | 8.5 | 8.6 | 13.4 |
| Personal | 4.2 | 5.8 | 8.9 |
| Protective Sc. | 4.3 | 2.8 | 4.5 |
| Agriculture | 12.2 | 16.8 | 29.8 |
| Fishing & Trapping | .8 | .8 | .9 |
| Logging | 1.7 | 1.2 | .6 |
| Mining | 1.4 | 1.1 | .4 |
| Manufacturing | 18.4 | 17.7 | 10.8 |
| Construction | 7.1 | 7.3 | 5.1 |
| Labourers | 6.9 | 5.7 | 4.2 |
| Not Stated | 2.7 | 2.3 | 1.2 |
| All Occupations | 100.0 | 100.0 | 100.0 |
| <u>Females</u> | | | |
| Managerial | 2.9 | 5.6 | 6.4 |
| Professional | 15.5 | 15.9 | 17.0 |
| Clerical | 28.6 | 19.8 | 11.5 |
| Transportation & Communication | 2.2 | 1.8 | 1.1 |
| Commerical & Financial | 10.2 | 11.1 | 6.6 |
| Service | 22.6 | 27.8 | 40.6 |
| Personal | 22.1 | 27.5 | 40.3 |
| Protective Sc. | .5 | - | - |
| Agriculture | 4.3 | 6.1 | 6.4 |
| Manufacturing | 9.9 | 9.2 | 8.2 |
| Labourers | 1.2 | .9 | .5 |
| Other | .1 | .1 | - |
| Not Stated | 2.5 | 1.7 | 1.7 |
| All Occupations | 100.0 | 100.0 | 100.0 |

Advancing and changing technologies give rise to new and different ways of producing these goods and services which can radically or minutely alter the skill content required or the way in which work must be performed.

It takes a highly agile work force to meet satisfactorily the dynamics of such developments. The extent to which some workers are unable to meet the shifts in the job markets, either as these shifts reflect changes in the occupations themselves or changes in employment in these markets, to that extent they reduce their job chances and so impair their employability. It is not surprising that some workers after 30 or more years in the labour markets, especially those who have been most frequently affected by change or those least capable of meeting the changes, find their employability reduced. What is surprising is that the over-all effect of this isn't greater.

This is the stage at which it is convenient to present a few factual illustrations of the dynamics of the job markets over time and also some evidence to show why "older" workers may find it increasingly difficult to adjust to change.^{3/}

Any examination of the job problems of workers, who are now in their 40's and over, should be accompanied by an analysis of changes in the job markets since the end of World War I. Unfortunately, sufficient data and the time to do this are not available. Nevertheless, two illustrations may suffice to reveal what has happened to industry, employment and occupations between 1931 and 1961. In agriculture, 28.6 per cent were employed in 1931, 10.1 per cent in 1961; in manufacturing, 18.5 and 23.4 per cent respectively; in trade and services, 24.3 per cent and 40.6 per cent. It is also important to note that the white-collar workers increased their share in total employment from 24.4 per cent in 1931 to 38.6 per cent in 1961, whereas the manual occupations showed no appreciable change. The primary occupations declined in their share from 32.5 per cent to 13.1 per cent.

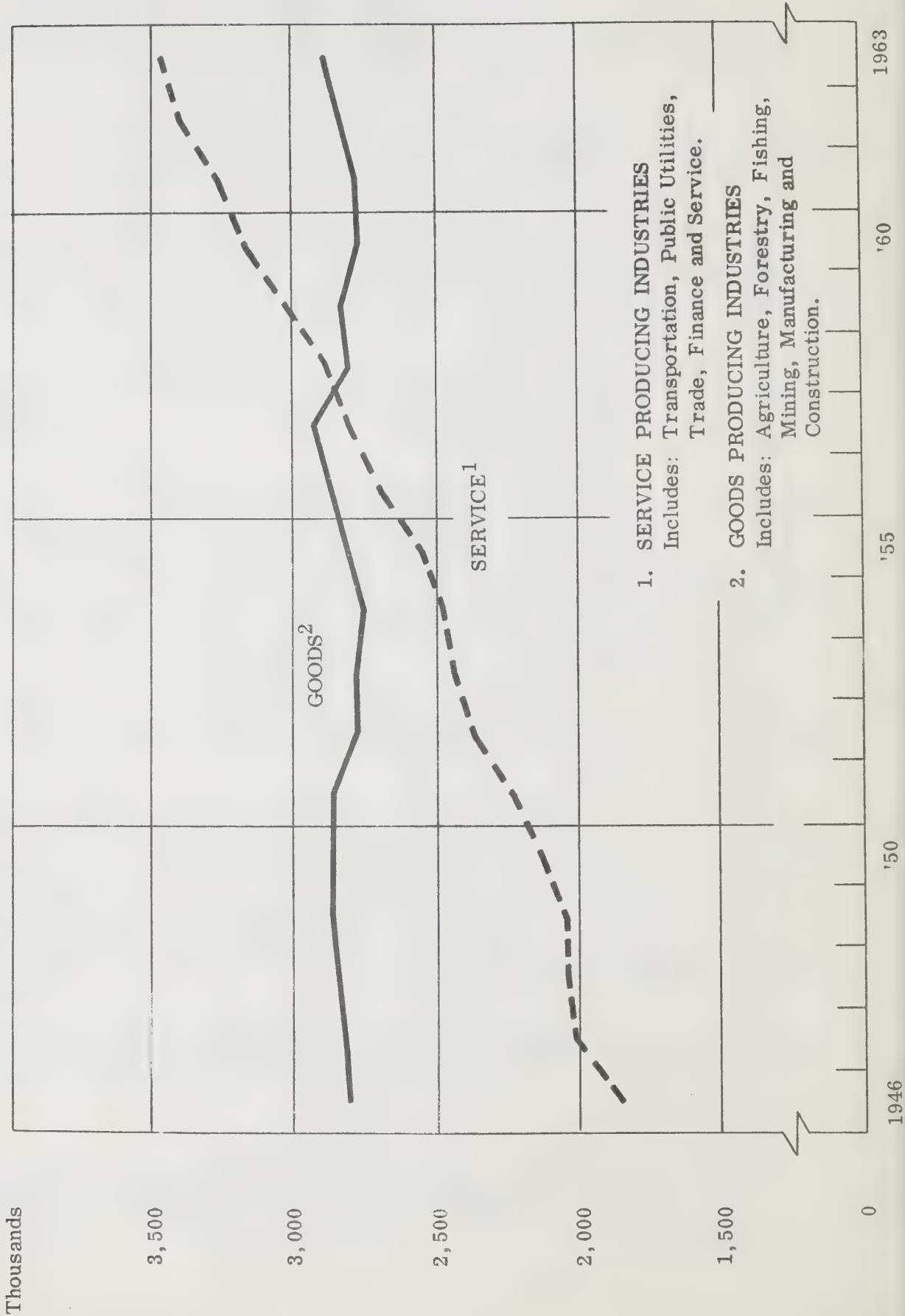
More striking are the changes that have occurred since the end of World War II. The data in Chart 5 show--in very aggregate terms--the dramatic changes which occurred over this period. Moreover, employment in the goods industries has remained more or less flat over the whole period, while employment in the service industries has increased by over 1.5 million. Numerous and often very dramatic changes took place within the goods group which have affected radically both the quantities and qualities of workers these industries require.

Similarly, thousands of occupations were affected in one way or another. Here are a few samples of what happened between 1951 and 1961. During this period the Canadian labour force increased by 21.6 per cent.

^{3/} Certain institutional factors which tend to produce road-blocks to employment or re-employment as people grow older, such as compulsory retirement pensions and the element of "prejudice", will be discussed in Part II.

CHART 5

EMPLOYMENT IN GOODS PRODUCING INDUSTRIES COMPARED WITH EMPLOYMENT
IN SERVICE INDUSTRIES....



The white-collar group rose by 44.7 per cent and within this group the professional occupations increased by 64.5 per cent, and the clericals by 45.4 per cent. The manual occupations rose by only 12.7 per cent, but the service occupations by 53.2 per cent.

Many occupations declined, among them were the tire and tube builders, down 34.2 per cent; shoemaker and repairers 22.1 per cent; textile weavers 49.8 per cent; blacksmiths, hammermen and forgemen 46.6 per cent; coremakers 52.8 per cent; boiler and firemen 39.2 per cent; streetcar operators 78.4 per cent; and many others. On the other hand, many occupations showed substantial increases. For example, postmen and mail carriers 48.6 per cent; bus drivers 62.5 per cent; barbers, etc. 72.5 per cent; charworkers, cleaners, janitors and sextons where many elderly workers are employed rose by 96.6 per cent; also firefighters were up 60.7 per cent; and guards, watchmen and caretakers rose 35.6 per cent.

These illustrations provide only a small part of the total change that occurred in the job market over time. Obviously, if the job a worker holds does not decline and if what is required on the job does not change appreciably, the chances of the worker holding the job are good. Unfortunately, it is known that there are numerous occasions and ways in which workers can and do involuntarily become dislodged from their jobs. These are the workers, and particularly as they grow older, who find it increasingly more difficult to re-establish themselves in jobs suitable to them.

Next, it is necessary to examine two important characteristics of the workers themselves that undoubtedly contribute to their employment problems as they grow older. Workers prepare themselves for the kind of economy in which they live. They absorb the level of schooling and training which they believe they need or can afford. Experience from their working life gives them additional know-how and some ability to cope with the various changes as they meet them. It is clear that the vast majority in this category do make these changes, although they might not always be the most productive in terms of their native abilities.

A majority of the workers who are now over 45 years of age prepared themselves for work at a time when some 40 per cent of all workers were employed in primary industries, as compared with 13 per cent today. In addition, there has been a substantial advance of technology both in primary and other industries since that time and this advance has brought with it the need for an increasing amount of schooling on the part of workers. The younger age groups are better able to meet this need. Consequently, as they gain experience, they become the most competitive element in the employment markets.

The amount of schooling each of the following age groups of men possessed in 1961 is shown in Table 7. Some 44.5 per cent of the whole group of men 15 years and over had elementary school and less. Of those 15-34 years of age, 35.6 per cent had this much schooling; 46.2 per cent of those 35-54; 62.7 per cent of the 55-64; and among the 65 and over, 65.6 per cent had elementary school or less.

TABLE 7

Male Labour Force: Years of Schooling by Broad Occupational Groups by Age, Percentage Distribution

| | <u>Educational Level</u> | | | |
|---|--------------------------|-------------------------------|-------------------------------|-------------------|
| | <u>Elementary</u> | <u>1-3 yrs. Secondary</u> | <u>4-5 yrs. Secondary</u> | <u>University</u> |
| <u>All Occupations</u> | | | | |
| Age: 15 and Over | 44.5 | 31.1 | 15.3 | 9.2 |
| 15-34 | 35.6 | 36.6 | 18.0 | 9.5 |
| 35-54 | 46.2 | 29.7 | 14.6 | 9.5 |
| 55-64 | 62.7 | 20.3 | 9.8 | 7.2 |
| 65 and Over | 65.6 | 17.7 | 9.2 | 7.5 |
| <u>Managerial, Professional, and Clerical Occupations</u> | | | | |
| Age: 15 and Over | 17.2 | 27.9 | 27.1 | 27.7 |
| 15-34 | 10.0 | 28.5 | 32.0 | 29.6 |
| 35-54 | 18.1 | 28.6 | 25.5 | 27.8 |
| 55-64 | 30.8 | 25.5 | 20.6 | 23.0 |
| 65 and Over | 35.0 | 22.2 | 19.1 | 23.7 |
| <u>Other Occupational Groups</u> | | | | |
| Age: 15 and Over | 53.4 | 32.1 | 11.4 | 3.1 |
| 15-34 | 43.1 | 39.1 | 14.1 | 3.8 |
| 35-54 | 56.6 | 30.1 | 10.6 | 2.7 |
| 55-64 | 73.3 | 18.6 | 6.2 | 1.9 |
| 65 and Over | 76.1 | 16.1 | 5.8 | 2.0 |

Source: Census 1961.

Some 31.1 per cent of all men 15 and over had 1-3 years secondary schooling; 36.6 per cent of the 15-34 had this amount; 29.7 per cent of those 35-54; 20.3 per cent of those 55-64; and 17.7 per cent of those 65 and over.

About 15.3 per cent of all men 15 and over had 4-5 years of secondary schooling. 18.0 per cent of those 15-34; 14.6 per cent of those 35-54; 9.8 per cent of those 55-64; and 9.2 per cent of men 65 and over had the same amount of schooling.

An examination was made of the amount of schooling possessed by the whole male population 15 years of age and over who were not attending school. It was discovered that the level of schooling for this group was considerably lower than in the case of the working group and also that the incidence of low schooling among the older age groups was greater than in the case of the comparable working groups. Broadly speaking, it may be concluded that, in so far as the level of schooling is a factor for survival in the employment markets, by the same token it would appear that those who are now "in" are better equipped than those "out".

While the worth of a worker in the job market is composed of more than his years of schooling, this factor can play an important role in two employment situations. Years of schooling as a factor in hiring rise over time in line with technological advances. This favours the younger workers. Similarly, if there is a surplus of workers available, employers will of course select those having the highest qualifications including years of schooling. Secondly, when employers have to retrain or upgrade their work forces, lack of sufficient schooling can be a real handicap. Moreover, it is reasonable to expect that when an employer invests in his work force he will do so less willingly for older than for younger experienced workers.^{4/}

It is pretty clear then that since years of schooling is a factor in employment, although it may be overemphasized in certain situations, workers who grow older and fall behind the rising levels of schooling of those who follow after, can, and do, frequently face employment problems.

Another important factor contributing to the employment problem of workers as they grow older is that they tend as a group to become relatively more immobile than younger ones. Joint federal-provincial Department of Labour studies in the Maritimes suggest that when job opportunities in a community decline, it is the younger and better educated who leave the community for employment elsewhere. There is a general awareness that the strings that bind people to a community grow stronger with age, but to that extent the individual also reduces his or her opportunity for employment should that need arise.

The final factor is one of health. No doubt everyone is aware that this factor can and does reduce the extent of the employment market for an individual and that its severity grows with age.

^{4/} See footnote (3) page 15.

Age Distribution of the Work Force

The following table shows the percentage age distribution of the male and female work forces. It is clearly important to know whether or not the age groups having employment problems are growing or declining. Table 8 provides this information for 1951, 1961 and what the estimate of the distribution might look like in 1971. See also Chart 6.

TABLE 8

Percentage Age Distribution by Age and Sex, 1951, 1961, 1971

| <u>Males</u> | <u>1951</u> | <u>1961</u> | <u>1971</u> |
|----------------|-------------|-------------|-------------|
| 14-19 | 8.4 | 7.4 | 7.6 |
| 20-24 | 11.6 | 10.2 | 13.8 |
| 25-44 | 47.1 | 48.0 | 42.7 |
| 45-64 | 28.5 | 30.5 | 32.0 |
| 65+ | 4.4 | 3.9 | 3.9 |
| <u>Females</u> | | | |
| 14-19 | 18.6 | 16.0 | 14.1 |
| 20-24 | 22.2 | 16.5 | 16.8 |
| 25-44 | 39.9 | 40.0 | 37.8 |
| 45-64 | 17.5 | 25.2 | 29.0 |
| 65+ | 1.8 | 2.3 | 2.3 |

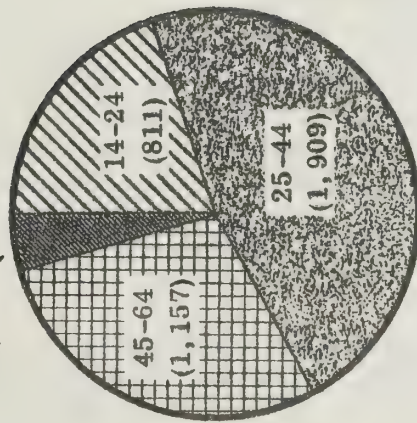
The distribution data show that men 45-64 are becoming relatively more numerous and that this trend is likely to continue into the '70's. It has been estimated that by 1971, some 32 per cent of the working men will be between 45 and 64 years of age, compared with 28.5 per cent in 1951 and 30.5 per cent in 1961. The same age group of women is also expected to continue to increase relatively. This reflects the rapid increase of married women, who, consequently, pose less of a problem since, by and large, they tend to enter the employment markets in response to the growth in job opportunities suitable to them.

Returning to the men, it will be seen that the age group considered most competitive, the 25-44 year olds, is expected to form a considerably smaller portion of the total male work force in 1971 than it did in 1951 or 1961. This has favourable implications for the older age groups. If the over-all demand for working men remains high, the older groups are likely to be able to participate in employment relatively more than they have been able to in recent years. Nevertheless, even if job opportunities for the older groups improve, the rapid rise in their numbers is likely to increase the amount of welfare expenditures needed for their upkeep.

DISTRIBUTION OF MALE LABOUR FORCE BY AGE GROUP

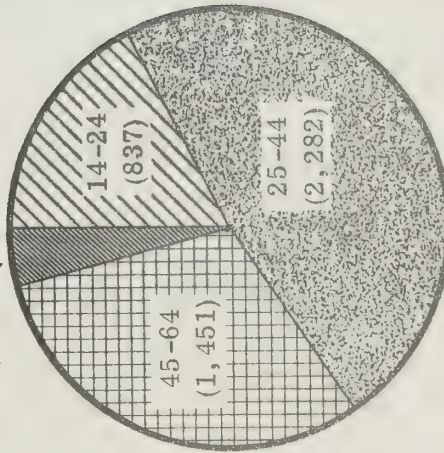
1951

65 and over
(179)



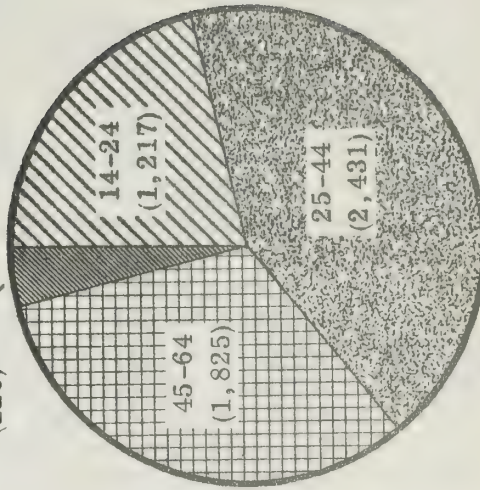
1961

65 and over
(187)



1971

65 and over
(220)



1951 = 4,056

1961 = 4,757

1971 = 5,693

Note: Numbers are annual averages in thousands.

Suggested Areas for Remedial Action

Finally in this part of the report, it is considered necessary to examine certain areas of action which might assist in reducing some of the problems associated with aging. Not all the problems of the aged people can, of course, be resolved in the employment market. It is suggested, however, that many of these problems can be substantially reduced. This can be done by learning and understanding more about the relationship between age and employment. There must also be an improvement in the ability to measure and assess the manpower needs of the economy and the direction in which it is trending.

The remaining part of this report also includes a discussion of a number of areas of action that will help to reduce the problem in question. Fortunately, action in these areas is already under way. However, it should be emphasized that the more effectively advances are made in the direction already started, the more effective will be the utilization of all the available manpower, including those over 40 or 45, and the smaller the welfare load resulting from unused manpower.

1. Full Employment and Area Redevelopment

It was pointed out earlier that, when economic activity is high, relatively more people participate in work, and the spectrum of unemployment among the different age groups narrows. Conversely, when there is a surplus of workers, unemployment rises proportionately more among the young and inexperienced, and among the older but still active workers. Obviously, one solution therefore is to sustain a reasonable balance between the number of workers coming forward for work and the requirements of the economy.

However, it is becoming more and more apparent that employment problems, especially those associated with the older age groups, are much more severe in some localities than others. Most of the evidence of these problems tends to be obscured in the national picture. The following Table 9, which shows participation rates by age and sex in the Atlantic and Ontario regions in 1962, provides evidence of the incidence of our problem in different parts of the country. Even these units are too large to reveal the pattern of the entire problem.

In 1962, unemployment in the Atlantic region averaged 10.7 per cent, 4.3 per cent for Ontario, and 5.5 per cent for the country as a whole. Participation rates of all age groups were lower in the Atlantic than in the Ontario region for both men and women. Among men, the rate was 3 percentage points lower for the 14-19 year-olds; 1.6 for 20-24; 5.3 for 25-44; 4.3 for 45-64; and 6 percentage points for the 65 and over.

TABLE 9

Participation Rates⁽¹⁾ by Sex and Age Group,
Atlantic and Ontario
12-Month Averages, 1962, in Percentages

| | <u>Total</u> | <u>14-19 Years</u> | <u>20-24 Years</u> | <u>25-44 Years</u> | <u>45-64 Years</u> | <u>65 Years and Over</u> |
|--------------|--------------|------------------------|------------------------|------------------------|------------------------|------------------------------|
| <u>Men</u> | | | | | | |
| Atlantic | 73.2 | 36.0 | 87.7 | 93.4 | 88.1 | 26.1 |
| Ontario | 81.6 | 39.0 | 89.3 | 98.7 | 93.8 | 32.1 |
| <u>Women</u> | | | | | | |
| Atlantic | 24.0 | 27.0 | 39.4 | 24.1 | 23.6 | 5.4 |
| Ontario | 31.9 | 31.5 | 50.5 | 34.2 | 34.0 | 6.8 |

(1) The labour force as a percentage of the population in the age group.

Note: Excludes inmates of institutions, members of the armed services and indians living on reserves.

The unemployment rates were twice as high for the young age groups of men and about two and a half times as high for the other groups of men. As was mentioned earlier, when employment opportunities are scarce, relatively more workers "give up". Consequently, unemployment rates do not always tell the whole story.

Another objective to push on with then is to find ways and means of stimulating activity in lagging areas and regions, a program which is now under way.

2. Preparation of Manpower and Manpower Adjustments

The evidence of the postwar period and the indications of the future are that the goods industries will be unlikely to provide a major source of employment except for replacement. It is in these industries that men are heavily concentrated. The service industries are therefore likely to be the major source of employment.

Apart from the preceding observations, the economy is constantly changing its requirements for workers as a result of technological change and advances and because of changing demand for goods and services at home and abroad. These disturbances affect many areas and individuals. In so far as these individuals are concerned, certain stresses are imposed upon them in terms of occupation and mobility if they are to make a satisfactory adjustment to the changing conditions. One important place where manpower adjustments are frequently needed is at the establishment level. Therefore, when an establishment needs modifications or a

strengthening of its workers, ways and means should be found to see to it that maximum use is made of its existing workers. This will help to maintain employment for those belonging to the establishment, including some of the older employees. It will be appreciated, however, that, if the firm alone is asked to bear the cost of retraining or upgrading its work force, it is likely to favour its younger workers.

Another important need for adjustment is to assist individuals to move from areas where employment opportunities are scarce to areas of greater opportunities.

Lack of adjustments in both of these areas create serious problems for many workers and for the society. They bring about serious pockets of unemployment and lengthy periods of unemployment, especially for those who are least competitive.

The government has recognized the importance of reducing the manpower disturbances created by technological or other changes by establishing in the Department of Labour a Manpower Consultative Service. It will be the responsibility of this organization to encourage and assist employers to make appropriate adjustments in time of change, and also assist in increasing the mobility of people who become redundant owing to these changes. This, it is hoped, will reduce the number of workers displaced and shorten the unemployment period for those who are inevitably displaced.

3. Reduce the Duration of Unemployment

An essential program of the future will be to increase the capabilities for getting unemployed workers back to work as quickly and effectively as possible. It was noted earlier in this report that workers in the older age group stay unemployed longer than younger workers. It was also pointed out that a major reason for this was reduced competitiveness, not because a person has reached the age of 50, but more likely because of the other factors which have already been expressed. While persons of any age can experience lengthy unemployment periods, the incidence of this seems to be considerably greater among the older groups. Moreover, among the older persons who stay unemployed for long periods, many develop the notion that they are no longer fit for work.

In view of this, it would appear to be appropriate to put more resources into an effort of helping these people return to work as quickly as possible. It is suspected that the return on the dollar expended on rehabilitating and retraining of older people who have difficulties finding employment is likely to be exceptionally high. In many cases, it may be discovered that little in the way of expenditures are needed except a more thorough search for jobs.

Work of this nature is, of course, going on but there is a need to do a great deal more in this field. More should be done to increase the capabilities of the National Employment Service and the federal-provincial Vocational Rehabilitation Services in three areas so as to cater for 1) more counselling and for guiding people into training, 2) retraining or other courses required for getting people back to work--

the capabilities for doing this are already substantial--and 3) for intensifying the placement services. In other words, there is still a long way to go before the expenditures in this direction reach a point of diminishing returns.

4. Co-operation with Employers

The field of research should be extended with the object of finding out what role employers can play with respect to the problem of the older workers. Apart from alerting employers about assessing the worth of workers irrespective of age, it is important to identify and examine the obstacles which can lead to a disproportionate number of older workers being released in time of employment changes and to know what the obstacles are in times of hiring workers.

For example, it was mentioned earlier that, if an employer invests in retraining or upgrading of his work force, he is likely to favour the younger age groups. It may be that it is in this situation that the government could step in to assist the employers financially to adjust the older workers or, at least, some of them.

At the hiring side, it might be advisable to establish a check on such factors as the appropriate education level that is wanted. This may be a serious barrier to many older persons. It might be possible to convince employers that persons should not be rejected on this factor alone--that, in fact, the level of schooling of many older workers is no sure indication of his education level or his worth as a worker.

5. Employability and Health

It is pretty clear that the health factor plays an increasing role in the employment picture as workers age. The only observation with respect to the role of this factor is that it undoubtedly plays a much larger role than it ideally needs to play and larger, it is to be hoped, than it will play in the future. The health factor causes more waste of manpower than any other factor, and, at the risk of being repetitive, a factor which seriously affects the employability of older workers. No doubt, the effect of this factor on older workers could be significantly reduced if they or society were better able to maintain good health from an early age. One of the basic difficulties stems from the fact that those who are least capable of looking after themselves receive relatively least health protection. Thus, those with least education, relatively little training and hence low income, may also suffer more from impairment of health. All these factors taken together constitute a serious obstacle especially for older workers who become disassociated from employment which, in fact, is a more frequent experience of this particular sector of the population.

Summary

In this part of the report, an attempt has been made to examine how age is reflected in the degree to which people participate in work, extent of unemployment and duration of unemployment. A number of factors which seem to affect the employability of people as they grow older have been discussed. Undoubtedly, there are other factors as well which play a role in this situation, but those which have been discussed would appear to be particularly important. Some actions which would assist in reducing the employment problem of older workers have been touched on briefly. Again, additional suggestions could be made; for example, the training program for the unemployed seems in many cases to be narrowly directed to the old mechanical trades. Maybe greater efforts should be made to retrain people for the kind of demand that has developed, which is in the service industries. There may be more scope and chances for employment of retrained older workers in these industries than attempting to get them back into the goods' producing industries. This suggestion is, of course, simply a matter of emphasis.

The whole work force of men has been examined, and against this background it will be seen that all age groups face some unemployment problems, although the factors affecting them are somewhat different and their seriousness is one of degree. One of the major tasks over the next few years is to develop the capability of absorbing an increasing flood of young people into employment. But this should in no way reduce the effort to improve the employability of the older workers.

It was also pointed out that the older age groups are expected to be relatively larger by 1971. However, since the most competitive group is also expected to be relatively smaller, the changes of employment for the older ones look reasonably bright--given a high level of employment in the economy.

It has been shown that the incidence of the problem under discussion is much greater in some areas and regions of the country than in others which require a selective approach applied both on the demand and supply side. Like unemployment, a disproportionate share of the older worker employment problems accumulates in various localities or, as a result of advancing technology, some industries shift out and replacement industries fail to move in.

The fact that a major source of employment in the future will be in the various service industries, has been included in the discussion since the implications are very important. In this respect, a need exist not only to adjust the institutions which prepare manpower for work but also the attitudes about what constitutes work for men and for women. Obviously, the better the ability to adjust to these major changes in the economy, the fewer and smaller are likely to be the residual problems which face workers as they grow older.

Workers 65 years of age and over have not been dealt with in detail; partly because they pose a somewhat different problem from those who are younger, and partly because it is believed that, from an employment

point of view, the urgency of providing better employment security for people prior to the retirement age is relatively greater and the return for such an effort significantly greater. While it is impossible not to be in sympathy with the general principle that people of any age should have a chance to participate in work and income, if they so desire, the fact remains that the economy has seldom required a total contribution by all except in time of war.

It is true that man's appetite for goods and services is insatiable, but his ingenuity to produce an increasing amount with decreasing effort may be even greater. Few people realize how quickly the input of manpower has declined in terms of hours and in terms of results. Less than two generations ago Canadians worked on the average of about 300 hours a month in order to produce about one half the per capita income which is now produced with about 200 hours a month. There is no reason to believe that this trend will not continue: it may, in fact, accelerate.

The choice then will be either to enable all who want to work to share in the shrinking total manhours required by the economy or strengthen people's capabilities for retiring earlier--or to continue what is being done now, maintain a mixture of both.

It might also be borne in mind that the science of medicine and health care is enabling people to live longer. In the face of this and the reduction of work required per individual, it would seem imperative to begin thinking seriously about preparing people for leisure, both during their working life but especially for retirement, which is likely in fact, to become one of extended duration in the future. It is felt that an effort in this direction is long overdue.

Lastly, and to re-phrase something which was mentioned earlier, the over-all problem that has been examined in this part of the report must be seen in the context of our total manpower resources. For example, the investment in preparing people for the world of work and investment in the expanding need for assisting people to adjust to changing job situations will be heavier. However, it is known that such investments will be profitable. Among other things they should reduce the problem associated with aging. Nevertheless, society must weigh these investment expenditures against those which are to support a growing proportion of retired and other non-workers, a situation which this nation faces over the next decade. It is clear that the ability to do both is significantly enhanced if the rise in real income can be sustained and unemployment is kept at a minimum.

PART II

SOCIAL AND ECONOMIC PROBLEMS OF THE OLDER WORKER--ACTIVITIES OF THE DEPARTMENT OF LABOUR IN COUNTERACTING THEIR EFFECTS

Introduction

Many of the statements contained in Part II are based on the statistical evidence and interpretations set out by Dr. Gil Schonning in Part I. Consequently, as each part plays a distinct role in the presentation of this report, the repetitive use of statistical data has been avoided as far as possible in Part II. Thus, the following information is concentrated on an examination of the activities of the Department of Labour in counteracting the effects of the social and economic problems that confront older workers, who have, each in his own degree, become casualties of the labour force.

Today, even though there is a strong and persistent demand for a wide variety of trained workers, many deserving people are underemployed or unemployed for one or more causes. They may be considered too old. Their skills and experience may be regarded as obsolete or obsolescent. Their educational levels may be low in terms of current standards and they may not have been given an opportunity to undertake training or retraining courses. In essence, these are the principal factors that lie behind the social and economic problems of the older worker.

At the outset, it is evident that prolonged unemployment generally inflicts physical and mental hardships on the older worker. Indeed, these hardships are exacerbated when they extend themselves to dependents who rely upon him as a bread-winner. But the effects are not limited only to the domestic scene. Without income, he more or less ceases to be a consumer of goods and services on a normal scale and, in proportion to the number of people so affected, represents a loss to the economy in terms both of productive and consuming capacities. Moreover, and more significantly, various types of assistance provided from the public purse at great cost become necessary to support him in non-productive circumstances, the duration of which may be prolonged in the absence of appropriate methods for restoring him to steady employment. Thus it will be seen that removal of barriers to employment is a matter of vital importance not only to unemployed older workers but to the whole of the society in which he lives.

It is now becoming a generally accepted fact, that while the maintenance and development of employment for mature workers is only one of the many problems of aging, it is, in all probability, the major factor. Research findings, reinforced by practical field experience, indicate that the many other problems connected with advancing years--whether they are concerned with the social, psychological, welfare, health, housing or other related aspects that exist today, have been intensified by a lack of income

during the years of middle age. As Dr. Schonning has pointed out In Part I, employment and income problems that occur prior to age 65 may be a major contributing factor to the poor income position of so many after the age of 65.

It may, therefore, be reasonable to assume that the impact of the problems which attend the normal process of aging is likely to be less severe when the person concerned is protected by some measure of economic security. That is to say, his physical and mental well-being may depend very largely on a freedom from the anxiety and strain regarding money matters which, otherwise, could tend to accelerate the aging process and reduce his capacity to re-enter the labour force.

The foundations for the building of financial security during the later years are, steady employment, and the encouragement of the older worker towards refreshment of his skills at the beginning of and during the fifteen or twenty years preceding his retirement. These are the crucial years in the life of the aging worker (between 40 and 65) and the starting point at which potential barriers to steady and continued future employment can be measurably reduced or eliminated.

It may be said that removal of barriers to employment for this segment of society at later phases rather than in the earlier phases of aging could be regarded as remedial rather than preventive.

Another social aspect that has not received much attention in the past is the effect upon those of the younger generation who are members of families in which the older worker, the parent, experiences unemployment due to the problems commonly associated with aging. When the head of a family in his forties or fifties is unemployed for a lengthy period, his children may have to abandon the educational plans that would have permitted them to make the best contribution to the community and society as a whole. The psychological effects, which arise from loss of family income and status, cannot fail to be detrimental to the morale of such families in their relationship with the community.

The ramifications and the insidious effects of this particular aspect of the over-all problem extend over time into many areas of human predicament. Thus, the ultimate solution must, inevitably, involve the organized and co-operative efforts of numerous agencies. Governments can give leadership--and, indeed, have been doing so for some time--but action, stimulated by a sustained desire to solve a problem of common concern, is essential on the part of employers, organized labour, social welfare agencies, educationists and the public in general.

The Federal Government has attempted to give leadership in this field. For many years, the Department of Labour, and the National Employment Service, have endeavoured to persuade employers to hire, retain and promote workers on the basis of their qualifications and ability, regardless of age. All types of media have been used, including films, radio, television, billboards, articles, pamphlets, correspondence and by the day-to-day

contacts of local employment officials with employers. These efforts have been widely supported throughout the country, by industry, governments, the press, and publishers of magazines, to promote a climate of opinion that will favour solutions to the over-all problem.

The Federal Government has, itself, set an example in the hiring of older people. The Civil Service Commission has eliminated upper age limits from all but a few special classifications in the federal public service. In the calendar year 1962 (latest figures available) 26 per cent of appointments to the public service went to persons more than 40 years of age. Almost one third of these appointments went to persons more than 50 years old. (See Appendix 1--News Release of the Civil Service Commission, June 1963.)

Nature of the Problem

The present nature and extent of the problem is a complex consequence of the population structure and its trends, the operation of the labour market, the rate of technological change, and the nation's social and educational pattern. The proportion of the population in the 45-and-over age group is gradually growing larger with a consequent greater than proportionate increase in the number of mature workers who must retain or seek employment. The effects of acceleration in the rate of technological change on middle-aged men and women are those of increased stress and difficulty of re-location or re-training for a new occupation. The social and educational pattern of modern society has been generally youth-oriented and directed with an inevitable lessening of attention to the needs and potential of adults, particularly older adults.

Complicating the problem still further is the fact that there are two separate age groups to be considered. Each group requires a different approach to its difficulties. There is the mature group from 40 to 65 whose members may have need for full-time employment with opportunities for advancement. Secondly, there is the group from age 60 to 65 and older who may need full- or part-time jobs to provide an income or to supplement inadequate retirement benefits or to maintain their status in the community. Experience has indicated that the difficulties in securing or retaining employment by the older unskilled and semi-skilled, whether in factory or office, are much greater than those faced by skilled or highly-trained workers.

One significant improvement in this situation is to be seen in the increasing recognition of the fact that chronological age is an unsatisfactory measure of a person's occupational utility and adaptability. One of the strongest arguments in favour of greater utilization of older manpower is the fact that the vast majority of the middle-aged and older members of the labour force are employed, often at the peak of their earning power. Why then, should some workers in their forties or fifties be considered too old for employment if they suddenly become unemployed?

There is no simple answer to this question. There are many causes of age discrimination in employment. The most basic might be summarized as follows:

1. prejudice in favour of youth and misconceptions concerning capabilities of older workers--the 20th century accent on youth;
2. the tendency to generalize about health and mental capacity;
3. the view--far too widely held--that generally lower educational levels among the older age group commonly represent irremediable impediments to re-orientation in a changing technology;
4. rapid advances of technology that render skills and past experience either partially or completely obsolete;
5. cost factors of group insurance and pension plans;
6. lack of mobility among older workers and reluctance to move to new areas;
7. prevalence of promotions within an establishment, leaving new vacancies at the bottom or starting levels which may not even be offered to an older applicant, or a mature worker may be reluctant to start a new career at the bottom;
8. accelerated promotions of young people who, in matters of hiring, retention or promotion, are likely to favour their contemporaries;
9. seniority provisions in collective agreements which prohibit lower rates for older workers whose productivity has diminished and which protect older workers, but make the hiring of new older workers difficult;
10. compulsory retirement at age 65 or earlier which discourages the hiring of new employees in the late 40's or 50's; and
11. periods of high unemployment which militate against the rapid hiring of all workers, but particularly against older workers.

Possible Measures

As the factors contributing to age discrimination in employment are so varied, it follows that measures to combat this situation will also be varied. Possible measures can be summarized as follows:

1. all-out efforts to stimulate the economy and create high employment;
2. measures to encourage mobility of manpower;

3. continued education, particularly of employers, designed to overcome prejudice and present the facts concerning the capabilities of older workers;
4. development of widespread facilities for technical and vocational training and the raising of educational qualifications generally with planned encouragement to older workers to participate in training programs prior to or immediately following lay-offs;
5. continuous research to fill gaps in existing knowledge and to provide the information for continuing education;
6. further development of specialized services including individual and group counselling, assessment of capabilities, vocational guidance and placement services;^{1/}
7. greater use of the science of ergonomics in industry;
8. greater use of portable pensions;
9. widespread study of occupations to determine those most suitable for aging workers;
10. joint consultation by management and labour in efforts to remove technical and other barriers to the greater utilization of older workers at the plant level.

Vocational Rehabilitation of Older Disabled Workers

There is another group of older workers deserving consideration and requiring special effort. This group consists of those middle-aged and older persons suffering from the dual handicap of physical disability and advancing age. Can anything be done to return these people to employment or self-care? Experience to date has shown that vocational rehabilitation methods, including assessment, restorative services, counselling, training and placement, can and are being successful. The article attached as Appendix 2 shows that physically handicapped older people can be re-established. In view of this success it should be less difficult to re-establish able-bodied older workers in employment, particularly if the principles and practices of vocational rehabilitation are applied to them on an individual basis.

^{1/} The inducement of a versatility of outlook, on the part of the worker in his own field of work and on the fringe areas of associated occupations, may well have a strong psychological bearing on his mental adaptability to change.

Vocational Training or Re-training

It would seem advisable at this point to refer to the important role of training or re-training. Professor S. D. Clark of the University of Toronto, whose report is mentioned later in this paper, included among his suggestions a reference to the need for training. He stated:

"For that very large number of older workers, however, whose employment difficulties stem largely from their lack of the skills necessary for the kinds of jobs that are available, the burden imposed upon society need perhaps be nothing more than the provision of an extensive program of re-training. It may well be that the training offered the man of 50 is a training that he turned his back on when a youth of eighteen, but whether that is the case, or whether the training required is a result of technological change that has made certain kinds of jobs obsolete, it is clearly to the public advantage, as well as to the advantage of those to whom the training is offered, to place in the hands of the older worker the kinds of skills necessary to make him an effective member of the nation's work force. Far more older persons than need be are marginal workers, and for this society pays a higher price than it would have to pay for whatever kind of older worker re-training program might be necessary".

Program 5, of the Federal-Provincial Technical and Vocational Training Agreements is designed for the training of unemployed persons. There are no upper age limits for entry to this type of training and many middle-aged and older workers have been successfully trained. Unfortunately no data are presently available as to the numbers of older workers taking training or the numbers successfully completing courses, dropping out or otherwise failing. A study now being undertaken by the Department of Labour will provide much needed information about this situation.

Upper age limits for provincial apprenticeship training have now been removed in all provinces. This is an important step forward as it provides opportunities for workers who may have been working as helpers for many years, to take the added training necessary to become skilled tradesmen. This can benefit middle-aged workers in the helper category.

Because of the traditional association of training with youth, the training of middle-aged and older workers has, perhaps, not received the same measure of attention. Aging workers have, in the past, frequently been regarded as incapable of learning. This attitude may have arisen because concerted efforts have not yet been made in Canada to train them by techniques and methods designed specifically to meet their capabilities.

Special methods have been devised and tried successfully in other countries, notably in the United Kingdom. They have not only proved successful when applied to mature workers, but can sometimes be used to advantage in the training of younger workers.

For example, Dr. Eunice Belbin of the United Kingdom carried out three experiments^{2/} in the training of older people. In her findings, she stated that older people, if taught by an appropriate method, were able to accomplish a task much more easily than they would have done otherwise. In each of her experiments the need for conscious memorization was minimized. By so doing, several of the difficulties inherent in many of the current methods of training were overcome. Her experimentation showed that older people tended to have difficulty in translating data from one medium to another. To avoid this handicap, the burden of translation from verbal rules to motor skill was eliminated in her experimental courses.

It was also found that an older person may be unable to perform a task because he finds proportionately greater difficulty in understanding instructions. Dr. Belbin's experimental methods ensured that at all times the task to be performed--and to be learned while being performed--was never difficult enough to prevent comprehension or accurate performance. This prevented errors during the early stages of training which did not have to be "unlearned" later, a process which has been shown to be comparatively difficult for an older person. In addition, by performing accurately in the early stages, the trainees were prevented from losing confidence in their own ability, a factor which tends to prevent successful learning by older people.

It is obvious, that while facilities for training and the raising of educational qualifications are available to older people in Canada, some study and research seem necessary to determine their suitability. Another problem sometimes lies in the attitude of many older persons themselves. Too many are reluctant to take training. Re-orientation is needed to convince them that re-training and upgrading of their educational levels is not only desirable, but essential if they are to compete in the modern labour market.^{3/}

International Recognition of the Problem

The social and economic problem of the older worker is not peculiar to Canada or to North America as a whole, but is arousing considerable attention in many different countries.

^{2/} Methods of Training Older Workers--Eunice Belbin--Ergonomics, Vol. 1, No. 3, p. 207, May 1958.

^{3/} In this respect, the climate of the re-training and educational environment is an important element that has its origins in the calibre and motivation of the instructor or teacher.

David A. Morse, Director-General, International Labour Organization, made the subject the central theme of his report at the International Labour Conference in June 1962 under the title "Older People--Work and Retirement". In his report, Mr. Morse stated:

"The problems of older people, like those of youth are the problems of society at large. Fundamental changes have taken place in the relative position of older people as industrialization and urbanization have gained momentum. Adaptability is the keynote of modern society. Experience, in so far as it is bound to traditional use is losing much of its value, and older people, in consequence, are suffering a loss of prestige and respect in many walks of life, especially those most affected by technological and social change".

The Organization for Economic Co-operation and Development (OECD) is also paying considerable attention to the employment problems of older workers. An OECD seminar was held in Stockholm in April 1962 at which various aspects of the problem were discussed. This organization is sponsoring another seminar to be held in the Fall of 1964 to deal with job re-design for older workers.

It should be noted that in some instances in Europe, particularly when shortages of labour have been prevalent, older workers have presented a somewhat different problem from that of other countries--Canada and the United States, for example. In such countries the main problem has sometimes been to find ways and means of utilizing older workers to meet a demand for their services. This has entailed persuading them to remain in or return to the labour market so as to adapt them to the requirements of new jobs. For this reason, the science of ergonomics, or the re-designing of jobs, conditions, or machinery to help the worker, has assumed a greater importance in Europe than in North America.

In the United States, Canada and some other countries the problem is largely a matter of finding job openings for a growing number of older workers who have been displaced by technological or other changes. To do this more effectively greater emphasis and effort will need to be exerted in this area, which should also encompass such matters as the re-designing of jobs to fit older workers.

It is usually easier to transfer a long-service older employee to lighter and less demanding work and to hire younger workers for new jobs than it is to re-design jobs. As this appears to be the common practice in Canada and the United States it is obvious that the advantages to be gained from the science of ergonomics have not yet been fully recognized. The principal advantage, of course, is that any re-design of jobs which makes them more suitable for older or disabled workers also makes them better for younger workers. Planned design of machinery and working conditions may well prevent physical deterioration among younger workers and enable them to continue working at the occupation to a later age than is now the case in the current pattern of workers who are subjected to these influences.

Federal Government Activities to Counteract the Problem.

Background

It was shortly after the end of World War II that the Canadian Department of Labour and the National Employment Service first recognized that workers in the 40-plus age group--and sometimes those even younger--were finding increasing difficulty in obtaining employment. This situation became widespread even though the economy was extremely buoyant at the time.

In considering possible action to combat this situation it was generally agreed that the roots of age discrimination were firmly embedded in the traditional opinions of employers and the public generally, that persons were usually past their prime when they had turned forty and therefore to hire them was not a wise policy. This arbitrary view embodied two elements, a rigid concept of the aging process and the implication of expendability. Although the various reasons that tended to support this attitude have already been mentioned, it may be advantageous at this point to present an overview.

It was, of course, largely inspired by an almost universal emphasis on youth, and reinforced by the advent of two world wars. Increasing mechanization and the use of high-speed machinery, which have quickened the tempo of industrial life, have also tended to emphasize the value of youthful qualities.

Conversely, the old attritions of disease and conventional warfare, which thinned the ranks of the young first and most tragically, have receded. Thus, the chances of survival at both ends of the life span have been enlarged; a fact that exposes another aspect of the population explosion--numerical increases of workers at each end of the age scale.

For some years, efforts were made to influence the existing attitudes about the capabilities of older workers, by presenting facts. As mentioned previously the Department of Labour in co-operation with the National Employment Service carried out a continuing educational program. These activities resulted in a growing awareness of the existence of the problem throughout Canada. It was not expected that attitudes which had arisen over many years could be changed over night. However, some progress was made. In some instances employers reported the removal or raising of upper age limits in hiring.

Interdepartmental Committee on Older Workers

Following recommendations from the National Advisory Council on Manpower the Interdepartmental Committee on Older Workers was established in 1953 to give continuing study to the problem and to advise on remedial measures. The Committee is still in operation. It is composed of representatives from the Departments of Labour, Veterans Affairs, National Health and Welfare, the National Employment Service, and the Civil Service Commission under the chairmanship of Ian Campbell, National Co-ordinator, Civilian Rehabilitation.

The Committee realized that while age discrimination arising from prejudice formed the core of the problem there were other factors which influenced the situation. One of these was the steady increase in the number of pension plans in existence.

Pension plans, while bringing desirable benefits to workers generally were found to have a direct or indirect effect on the employment opportunities for older workers by encouraging the setting of arbitrary age limits in hiring. Employers generally considered that the greater the number of "older" participants in a pension scheme the higher would be the costs. In certain types of plans this is undoubtedly true.

Employers, who might have been willing to consider the additional costs of hiring older workers as a small price to pay for experience and mature judgement, sometimes hesitated on other grounds. They reasoned that retiring employees, who had not been long enough in a pension plan to have built up adequate retirement incomes, would have an adverse public relations effect on the company. Therefore, it was preferable not to hire them in the first place.

Some firms felt that having an employee pension plan was an inducement to their employees to remain with them for the duration of their working lives. By hiring middle-aged and older workers they would eventually have an almost complete work force of older employees, which many thought would not be conducive to efficiency. In such cases pension plans have an indirect influence detrimental to the hiring of older workers.

Shortly after its establishment, the Committee decided to encourage continuing educational efforts. At the same time it gave consideration to ways and means of reducing the effects of contributing factors. The Committee also recognized the need for research to supply needed knowledge and to foster greater understanding of the problem.

Research

Under the auspices of the Committee, a special group of government experts, chaired by a Committee member, made a comprehensive study of the effects of pension plans on the employment of older workers. The report of this study was published in 1957 under the title "Pension Plans and the Employment of Older Workers". A significant conclusion of the study was that:

"Nothing inherent in the nature of a pension plan makes it impossible for an employer to hire an older worker or to retain him beyond normal retirement age. The restrictive clauses incorporated in some plans would appear to stem more from employment than from pension policy".

Upon the recommendation of the Committee a study of age and performance in the retail industry was carried out by the Economics and Research Branch of the Department of Labour. This study analyzed the relationship between age and sales performance in a variety of departments

in two large department stores in two metropolitan areas. The report of this study was published in 1959, under the title "Age and Performance in Retail Trade". This study revealed that the performance of older workers compared favourably with that of younger workers.

The Economics and Research Branch also carried out a statistical study of the aging worker in the Canadian economy. The report of this work was published in 1959, under the title "The Aging Worker in the Canadian Economy". In order to arouse interest in and evaluate research which had been done in this field the Economics and Research Branch arranged for a review of research findings to be made by Professor S. D. Clark of the University of Toronto during the Summer of 1957. Professor Clark's final report was published in 1959, under the title "The Employability of the Older Worker". The complex nature of the problem of the older worker was clearly outlined by Professor Clark in the opening paragraph of his report, which stated:

"Of the various issues that have grown up about the problem of old age, none perhaps has attracted more attention nor led to more disagreement than the nature of the difficulties faced by persons of advancing years in securing and retaining employment. That persons of advancing years do face difficulties in securing and retaining employment is a fact beyond questioning. Nor is there any questioning the seriousness of the resulting problem, whether the concern is the economic, social and psychological welfare of those persons facing employment difficulties or with the loss to national production resulting from the failure of society to make the fullest and most effective use of its work force. What is open to question, however, is the extent to which the employment difficulties of older people result from the free and natural workings of the labour market or are a consequence of artificially created impediments to the employment of persons of advanced years".

Division on Older Workers

In order to intensify efforts on behalf of older workers the Department of Labour established a division, under the National Co-ordinator, Civilian Rehabilitation, with a small staff devoting full time to the problem.

The Division on Older Workers began operations in February 1959. Its functions include co-ordination of the activities of the Labour Department generally in this field; the conducting of a continuing publicity and educational program in co-operation with the Department's Information Branch; the encouragement of research in co-operation with the Economics and Research Branch and other agencies interested in problems of aging; the development of liaison with welfare and voluntary agencies, provincial government officials, educationists, management and labour organizations and agencies in other countries; the holding of a watching brief on developments in the field in other countries; and the assembly and dissemination of information related directly or indirectly to the problem of the older worker.

An intensified educational program was begun in 1959, involving liaison with national and provincial organizations, including mass publicity outlets such as television and radio, in order to enlist their support and active co-operation. This program is still being continued.

Direct Approach

As an opening "broadside" in this long-range program, a letter was sent to some 45,000 employers in Canada. The letter outlined the problem of the older worker and sought the assistance of employers. The reaction from employers exceeded all expectations. Replies were received representing the practices and opinions of some 15,000 recipients of the letter, including most of Canada's larger employers.

Many of the replies were two- to four-page discussions of the problem from heads of companies, indicating that considerable interest had been generated. The majority of the replies were favourable to the objectives of the program although many employers pointed out some of the practical difficulties involved. A number of employers reported reviewing or changing their hiring policies as a result of receiving the letter. As an added dividend, there was a new wave of press support from coast to coast, in the form of editorials, feature columns, and news stories. This publicity was accorded by the publishers of newspapers and periodicals who had received the letter in the capacity of employers.

Publicity

In support of this effort the Labour Department prepared and disseminated information through brochures, booklets, radio talks, speeches and articles in magazines and its own official publication, the Labour Gazette. Television clips and radio announcements were prepared and distributed to all stations in Canada. A Department of Labour film called "Date of Birth", first produced in 1950, was revised and re-circulated through the co-operation of the Canadian Chamber of Commerce and its local affiliates. Large outdoor advertising signs, carrying a rhyming reminder to all, appeared in strategic locations across the country; space was donated as a public service by companies specializing in this type of advertising.

National Employment Service

The National Employment Service increased its efforts to persuade employers to hire on the basis of capability without regard to age. Through its Special Services Division, the National Employment Service has provided assistance to older workers by additional counselling staff and placement facilities. The Employment Service also prepared and published a booklet called, "How Old is Old?" and distributed more than 125,000 copies to employers, union officials, associations and interested individuals. These efforts have resulted in increased placements of older workers.

Older Worker Employment and Training Incentive Program

In 1963, the Federal Government initiated the Older Worker Employment and Training Incentive Program on an experimental basis. Under its provisions the Department of Labour paid 50 per cent of monthly wages or \$75.00 per month, whichever is less, to employers hiring workers aged 45 and over, who met certain conditions, for new jobs in insurable employment. Payments are being made for a total period not exceeding 12 months. Employers were required to give some orientation training or experience to the worker.

Initially the hiring period was established for three months, November 1, 1963 to January 31, 1964. Later, some modifications in the program were announced and the hiring period was extended to March 31, 1964.

It was recognized that "breaking-in" an older worker, particularly one who had been unemployed for six months or more, could be costly to an employer. Therefore, it appeared reasonable to share these costs with an employer until such time as the worker had become a fully productive employee. Twelve months was thought to be an adequate period for this purpose.

There was some reluctance among employers to participate in the program, especially in its early stages. However, since it was an entirely new concept of employment and the winter months are traditionally the slack season for taking on staff, this was not unexpected. Following the announcement of extension of the hiring period there was an increase in momentum during February and March. As a result of this program, 1,912 older workers who had been unemployed for at least six of the previous nine months obtained jobs.

Conclusion

Older people usually have more difficulty in fulfilling their basic needs and desires than do younger age groups. Added to these difficulties is the economic imbalance which disrupts the older person and his family upon retirement or forced withdrawal from the labour force. For some people, the loss of prestige or standing in the community, whether actual or imagined, occasioned by enforced idleness, can have a demoralizing effect. Employment, whether paid or voluntary, may be of great psychological value to such people, quite apart from the economic aspects.

It can be seen from the foregoing that age discrimination in employment arises from many causes. An ultimate solution to the problem of the older worker, with its resultant beneficial impact upon the problems of aging generally, lies in gradual elimination of the many basic causes. Because of the complexities arising from these varied ramifications of the over-all problem many groups must be involved in the eradication of these causes. Eventual success, therefore, depends upon the understanding and earnest effort of employers, labour, voluntary agencies, educationists, and governments at all levels. All society will gain from removal of the needless barriers to employment which now exist because of advancing age.

In dealing with the difficulties associated with advancing age it becomes apparent that none can be approached independently. The problems presented by these difficulties are all interwoven and interrelated. They are all related to the basic need for economic security. Income and income maintenance touch every facet of modern life. Thus, solution of the employment difficulties of aging workers and the various problems associated with preparation for retirement, retirement, and retirement security, are matters of concern to every Canadian.

APPENDIX 1

CIVIL SERVICE COMMISSION
PRESS RELEASE
(Copy)

For further information
call 99-23582.

Ottawa, June 20, 1963.

Recruitment of persons more than 40 years old for positions in the civil service requiring experience, stability, and maturity continued at a favorable rate last year, the Civil Service Commission said today.

Of the 18,733 persons appointed to the service in 1962, 4,868, or 26 per cent, were more than 40 years old. Of the total number of appointments, 18 per cent were in an age group of persons 41 to 50 years old and 8 per cent were in an age group of persons more than 50 years old. Of these 4,868 appointees 61.4 per cent were men and 38.6 per cent were women.

The largest percentage of these appointees, 37.3 per cent, entered manual and custodial classes and the second largest group, 32.6 per cent, entered the administrative and executive classes. The clerical classes absorbed 21.6 per cent and the technical and professional classes 15.5 per cent.

Although the percentage of appointees, who were more than 40 years old, dropped to 26 per cent last year from a high of 28.4 per cent in 1961, the Commission believes this to be a normal fluctuation and related to the overall decrease in recruitment during 1962. In 1960 the percentage of persons appointed in this age group was 26.8 per cent.

APPENDIX 2

VOCATIONAL REHABILITATION OF OLDER DISABLED PERSONS*

Little-known feature of Canada's federal-provincial program of vocational rehabilitation services for disabled persons is that it has no upper age limit. Of 1,814 cases of successful rehabilitation in 1962-63, more than 400 were aged 45 or more.

Canada's federal-provincial program of vocational rehabilitation services for disabled persons is fairly well-known. What is not so well-known is that the program has no upper age limits. Many persons of advanced age have been and are being successfully rehabilitated, many to suitable employment.

It is widely accepted that age in itself can be a significant social handicap to obtaining or returning to gainful employment. When this handicap is coupled with a physical disability the odds against a return to self-sustaining status are multiplied.

In view of those difficulties, success in even a relatively small number of cases is significant and offers ample evidence that older, and sometimes quite elderly disabled persons can become self-sustaining. If it can be done for those with disabilities what might be accomplished for those who are able-bodied and in good health?

Of 1,814 cases of successful rehabilitation reported in 1962-63, 407 or 22.7 per cent were aged 45 or over. Of this number, 267 were men and 140 were women. Eighty-four of these older people, 46 men and 38 women, were in the age group 66 and over; 121, of whom 82 were men and 39 women, were in the 56-65 age group; the remaining 202--139 men and 63 women--were aged from 45 to 55 (see table, Part A).

These older people suffered from various types of disabilities in the following classifications: amputations, neuro-muscular-skeletal, hearing, seeing, neurological, respiratory, cardio-vascular and neuro-psychiatric problems (see table).

Despite these disabilities and their advanced ages, 227 of them--184 men and 43 women--were rehabilitated into gainful employment and the remainder were enabled to look after their own needs or to assume their normal roles as housewives (see table, Part B).

The types of occupations entered by these 227 disabled older people is significant also. Nine men and two women entered the professional and managerial field; 40 men and 11 women became sales persons or clerical personnel; 37 men and 26 women were placed in service occupations; 22 men went into agriculture, fishery or forestry occupations; 30 men and 1 woman became skilled workers; 12 men and 1 woman became semi-skilled workers; and 34 men and 2 women were placed in unskilled occupations.

* Printed in The Labour Gazette, February, 1964.

Part 3 of the table indicates that rehabilitation services take time. For 71 of these older disabled persons more than 24 months were required; but for 143 less than six months were needed.

The numbers involved were relatively few but still represented a significant proportion (22.7%) of all cases reported to Civilian Rehabilitation, Department of Labour, in 1962-63.

The following case histories are typical.

Case 1--Mr. X, aged 63, with a Grade 9 to 10 education, had had arteriosclerotic gangrene necessitating above-knee amputation of the right leg. His previous occupation had been toolmaker. His rehabilitation services, which lasted nine months, included surgery, physiotherapy, occupational therapy and an artificial limb. He was enabled to return to tool and die making, earning \$347 monthly.

Case 2--Mr. Y, aged 65, had educational qualifications ranging from the equivalent of Grades 5 to 8. His disability was intervertebral disc deterioration in the lumbar region. He suffered back pains and had difficulty in walking. The disability began in 1958. He had been a labourer, but was on public assistance at acceptance for rehabilitation services. After eight months of medical treatment and physiotherapy he was placed in unskilled labour at \$300 a month.

Case 3--Mr. A, aged 71, had educational equivalents Grades 5 to 8. His disability was vascular deficiency, necessitating amputation of the left leg below the knee. On Old Age Security, he was formerly a labourer. Rehabilitation services took eight months and included surgery, provision of an artificial limb and counselling, after which he became self-employed at odd jobs, supplementing his old age pension by about \$25 monthly.

Case 4--Mr. Z, aged 58, had Grades 5 to 8 educational standards. His disability was pulmonary tuberculosis and he had to be confined to light work only. He had once been a barber. After seven months of rehabilitation services, including medical and psychological services, physiotherapy, occupational therapy and counselling, refresher training and provision of barbering tools, he was able to resume barbering and earn \$180 a month.

The foregoing are just a few examples from among many, but they do indicate some of the possibilities for vocational rehabilitation among older persons.

DISABLED PERSONS 45 YEARS AND OVER, 1962-63

A--Disabilities

| Age Groups | Amputa- tions | | Neuro- Muscular- Skeletal | | Hearing | | Seeing | | Neuro- logical | | Respiratory | | Cardio- Vascular | | Neuro- Psychiatric | | Misc. | | Total | | Total |
|------------------|------------------|----|---------------------------------|----|---------|----|--------|----|-------------------|----|-------------|---|---------------------|---|-----------------------|---|-------|---|-------|-----|-------|
| | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | |
| | | | | | | | | | | | | | | | | | | | | | |
| 45-55..... | 15 | 4 | 40 | 21 | 15 | 9 | 15 | 2 | 9 | 10 | 19 | 5 | 11 | 4 | 8 | 8 | 7 | - | 139 | 63 | 202 |
| 56-65..... | 12 | 2 | 25 | 15 | 10 | 5 | 9 | 4 | 15 | 9 | 7 | 1 | 3 | 1 | 1 | 1 | - | 1 | 82 | 39 | 121 |
| 66 and over..... | 22 | 7 | 10 | 14 | 1 | 3 | 8 | 7 | 5 | 6 | - | - | - | - | - | - | - | 1 | 46 | 38 | 84 |
| Total..... | 49 | 13 | 75 | 50 | 26 | 17 | 32 | 13 | 29 | 25 | 26 | 6 | 14 | 5 | 9 | 9 | 7 | 2 | 267 | 140 | 407 |

B--Occupations after Rehabilitation

| | Professional and Managerial.. | | Sales and Clerical..... | | Service Occupations..... | | Agriculture, Fishery, Forestry, etc..... | | Skilled Occupations..... | | Semi-Skilled Occupations..... | | Unskilled Occupations..... | | Housewife or Homemaker..... | | Self Care..... | | Part-time Employment..... | | Total | |
|---|-------------------------------|----|-------------------------|----|--------------------------|----|---|----|--------------------------|----|-------------------------------|---|----------------------------|---|-----------------------------|---|----------------|---|---------------------------|-----|-------|-----|
| | | | | | | | | | | | | | | | | | | | | | | |
| | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F | M | F |
| Professional and Managerial.. | 1 | - | 2 | 1 | 2 | 1 | 1 | 2 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 9 | 2 |
| Sales and Clerical..... | 6 | - | 11 | 6 | 11 | 8 | 2 | 9 | 2 | 3 | 1 | 5 | 3 | 2 | 1 | 1 | 1 | 1 | 1 | 1 | 40 | 11 |
| Service Occupations..... | 5 | - | 8 | 6 | 11 | 8 | 2 | 9 | 2 | 3 | 1 | 5 | 3 | 2 | 1 | 1 | 1 | 1 | 1 | 1 | 37 | 26 |
| Agriculture, Fishery, Forestry, etc..... | 3 | - | 11 | - | 1 | - | 2 | 2 | 3 | - | 2 | 2 | 2 | 3 | 1 | 1 | 1 | 1 | 1 | 1 | 22 | - |
| Skilled Occupations..... | 5 | - | 10 | - | 2 | 1 | 1 | 3 | 1 | - | 2 | 3 | 4 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 30 | 1 |
| Semi-Skilled Occupations..... | 2 | - | 2 | - | 1 | 1 | 1 | 2 | 3 | - | 2 | 3 | 4 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 12 | 1 |
| Unskilled Occupations..... | 5 | - | 15 | - | 7 | 2 | 3 | 3 | 1 | 7 | - | 4 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 34 | 2 |
| Housewife or Homemaker..... | - | 6 | - | 23 | - | 3 | 1 | 1 | 4 | 1 | 1 | 2 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 68 | 53 |
| Self Care..... | 21 | 7 | 14 | 17 | 1 | 1 | 4 | 8 | 2 | 2 | 13 | 2 | - | - | - | - | - | - | - | - | 41 | 109 |
| Part-time Employment..... | 1 | - | 2 | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | 14 | 3 |
| Total..... | 49 | 13 | 75 | 50 | 26 | 17 | 32 | 13 | 29 | 25 | 26 | 6 | 14 | 5 | 9 | 9 | 7 | 2 | 267 | 140 | 407 | |

C--Duration of Services

| | Under 6 months..... | | 6 to 12 months..... | | 12 to 24 months..... | | Over 24 months..... | | Total | |
|----------------------|---------------------|----|---------------------|----|----------------------|----|---------------------|----|-------|----|
| | | | | | | | | | | |
| | M | F | M | F | M | F | M | F | M | F |
| Under 6 months..... | 14 | 3 | 19 | 19 | 14 | 12 | 10 | 6 | 11 | 8 |
| 6 to 12 months..... | 15 | 5 | 22 | 16 | 10 | 5 | 11 | 2 | 4 | 7 |
| 12 to 24 months..... | 10 | 3 | 10 | 10 | 1 | - | 6 | 1 | 18 | 7 |
| Over 24 months..... | 10 | 2 | 24 | 5 | 1 | - | 5 | 4 | 1 | 3 |
| Total..... | 49 | 13 | 75 | 50 | 26 | 17 | 32 | 13 | 29 | 25 |

ROGER DUHAMEL, F.R.S.C.
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